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Objectives of this survey were (1) to trace the emergence and development of public libraries in Illinois, (2) to reveal problems in system development and suggest solutions, and (3) to serve as a basis for future studies. Information for the study came from publications of the library systems, conference proceedings, visits to seven systems, and interviews and correspondence with library and State Library personnel. Following a study of Illinois library service in 1962, eighteen library systems have been formed, and considerable progress has been made through major cooperative effort. Major problems still to be resolved include: (1) a need for continued planning and direction from a central agency, preferably the State Library, (2) inadequate financial support, (3) no standardized and meaningful form of reporting library activities and expenditures, (4) an unclear hierarchy of service, from local libraries to the Research and Reference Centers, and (5) a need to establish evaluation criteria. Appendixes include brief profiles of each library system and data on population served and per capita expenditures. (JB)

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THE EMERGENCE AND DEVELOPMENT OF PUBLIC LIBRARY SYSTEMS IN ILLINOIS

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Secretary of State and State Librarian

Research Series No. 15

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The study reported here was done at the Library Research Center, University of Illinois, through a grant from the Illinois State Library.

Paul Powell
Secretary of State
and State Librarian

Illinois State Library
Springfield, Illinois
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U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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Responsibility for any inaccuracies, recommendations and conclusions contained in the report remains with the author.

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INTRODUCTION

Since 1962 when the ad hoc Library Development Committee of the Illinois Library Association was first appointed to investigate ways of improving library service in Illinois, many important changes have taken place on the Illinois library scene. The Committee suggested an initial concentration on public library problems and proposed a study to investigate conditions and to make recommendations for possible solutions. The study, conducted by Robert Rohlf, resulted in A Plan for Public Library Development in Illinois.[1] Endorsement of the plan by the ILA was a prelude to the enactment of its basic provisions into law in August, 1965. Appropriations from state and Federal funds have made possible the development of 18 library systems, the payment of equalization grants to public libraries, and the establishment of Research and Reference Centers. To date over $14,000,000 has been appropriated for library systems.

The 18 systems presently in operation include as members about 83 percent of Illinois' tax-supported libraries. Few people expected that system development would be so rapid; in less than three years since the first application for establishment was submitted, virtually the entire state has been covered by the system network. A description of the emergence of public library systems and their present state of development is the purpose of this study.

The Chicago Public Library is one of the state's 18 systems as well as one of the four Research and Reference Centers. It is the only single city system in the state and is not comparable to the other systems; for this reason it is largely omitted from consideration in this study.

Objectives of the study.--The main objectives of this study are (1) to describe the beginning of the development of library systems and (2) to chart the progress that has been made thus far. In the course of this description it is hoped that several other ends may be served in addition to the one of general information. It is hoped that the study will (1) serve as a partial basis at least for future studies and evaluation of the system plan; (2) pinpoint some problem areas in system development; and (3) suggest some possible solutions to these problems.

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[1] Robert H. Rohlf, A Plan for Public Library Development in Illinois (Chicago, Illinois: Illinois Library Association, 1963).

Data Collection

System publications.--Much of the information for this study has come from the publications of the systems. Applications for establishment, plans of service, annual reports, newsletters, descriptive brochures, minutes of meetings, and memoranda from the directors have all been important sources of information.

Visits and interviews.--Visits were made to seven systems to observe operations when possible and to talk to system directors and staff about the administrative organization of the system and about the services, both in operation and contemplated.

Among the systems visited were the Rolling Prairie, Lincoln Trail, Corn Belt, North Suburban, Suburban, Illinois Valley, and Shawnee Library Systems. An attempt was made to include systems from different areas of the state and with different administrative structures. Where visits were not possible correspondence with the directors and telephone conversations were used to supply information essential to the description of the systems. Conversations with State Library personnel and others involved in the planning have provided some of the background information.

Other sources.--Part of the descriptive information about the systems, particularly about the member libraries, has been taken from the statistical issue of Illinois Libraries, October, 1967. Proceedings of the Illinois Library Association Conference have also been used to trace the early development of the work of the Library Development Committee.

CHAPTER I

THE PLAN: ITS DEVELOPMENT AND PROVISIONS

Prior to the appointment of the Library Development Committee by Phyllis Maggeroli, president of the Illinois Library Association, little attention had been given to comprehensive planning for library development in Illinois. In her inaugural address to the Association in October, 1961, she called attention to the need for improved service by all types of libraries in Illinois--public, school, and academic. As a beginning to the attack on the problem of inadequate service she called for the appointment of an ad hoc Library Development Committee to investigate ways of providing better service.[2]

This Committee of 23 librarians and trustees represented all types of libraries and a wide variety of professional orientations. Early in the deliberations of the group it was decided that while all types of libraries needed improving, the initial focus should be on public libraries.[3]

After a period of study the Library Development Committee proposed to the Executive Board of the Illinois Library Association the formulation of a plan to:

> (1) provide for larger units of library service; (2) propose ways and means of financing such service; (3) determine standards of book collections, staff, finances, and services equal to or better than national standards; and (4) recommend methods of implementing the proposed statewide public library development program.[4]

It was also proposed that the plan be developed by a paid director after a study of existing conditions in Illinois and developments in other states.[5]

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[2] "A Message from the President:" Conference Proceedings of the Illinois Library Association, 1961. Illinois Libraries, 44 (March, 1962), 247-8.

[3] "Report of the President:" Conference Proceedings of the Illinois Library Association, 1962. Illinois Libraries, 45 (March, 1963), 116-7.

[4] Ibid.

[5] Ibid.

The proposal of the Committee was approved by the Executive Board of the Illinois Library Association, and both the proposal and the budget of $27,092 were subsequently approved by the Library Services Act Project Selection Committee.[6]

Equipped with a plan and funds the Committee hired Robert H. Rohlf, then director of the Dakota-Scott Library in West St. Paul, Minnesota, to direct the study. After ten months of work involving visits to seven other states and interviews with librarians and trustees in 125 Illinois libraries, Rohlf submitted his report, A Plan for Public Library Development in Illinois.[7]

The plan was accepted as submitted by the Library Development Committee and was endorsed by the Illinois Library Association and the State Library.

The Report

Rohlf's report provides some revealing and discouraging facts about the state of public library service in Illinois. In 1963 there were almost a million more people without library service than in 1947, even though the number of libraries had increased by 35 percent during this period. Twenty-one percent of the population (2,109,534) was without access to library service, and an additional 13 percent (1,286,661) had access to only substandard service.[8]

Tax support of public libraries in 1963 was $1.67 per capita, if the city of Chicago is included, but only $1.43 per capita when Chicago is excluded. Seventy-five percent of the state's libraries served populations under 10,000. Excluding the city of Chicago the average population served by Illinois libraries was 8,502.[9]

Serious inadequacies were found also in both the book collections and staff. Seventy-four percent of the libraries had collections smaller than 25,000 volumes. Only eleven had collections larger than 100,000 volumes.[10] The number of librarians with professional training was and still is extremely small. In the 15 systems for which information is available, only 56 of the 369 member libraries have professional librarians.

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[6] Ibid.

[7] Rohlf, op. cit., p. 1.

[8] Ibid., p. 2.

[9] Ibid., p. 3.

[10] Ibid., p. 6.

Inadequate physical facilities and limited hours of opening were additional details in an already bleak picture.

Given the size of the library districts and the limited tax base of so many of them, there was little possibility of local libraries making significant improvements on their own. In the face of these problems Rohlf proposed a large-scale cooperative effort financed by state funds.

Provisions of the plan.--There are four specific proposals in the plan advanced by Rohlf:

(1) A state aid payment of an equalization nature to all qualifying libraries.
(2) Creation and financing of cooperative library systems throughout the state.
(3) Financing of four reference centers to serve as material resource centers to the entire state.
(4) Creation by the State Library of a Union Catalog and Union List of Serials held by selected Illinois libraries.[11]

Equalization payments.--In order to insure a minimum level of financial support for public libraries, Rohlf recommended that equalization aid be given to libraries unable to raise per capita income of $1.50. To qualify for this aid libraries would have to levy a tax of at least 0.6 mill. If this levy failed to produce $1.50 per capita, the state would pay the difference between the amount raised and $1.50. Libraries would not be permitted to reduce their levies from a higher level, and no aid would be given to libraries serving under 10,000 people unless they were members of a library system. Rohlf recognized that $1.50 was not really adequate financial support but felt that it was a reasonable point at which the program could begin.[12]

Library systems.--The heart of the plan proposed by Rohlf was the creation of state-supported library systems. The library system is defined in the plan as a public library serving more than one community, preferably with support from the state. It would be a library's library, offering supplementary services to community libraries rather than direct services to the public.[13]

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[11] Ibid., p. 16.

[12] Ibid., p. 17-18.

[13] Ibid., p. 14.

Some of the advantages that Rohlf saw in the system plan were that it would end the problem of nonresident use by breaking down the boundaries between library districts, overcome overlapping political jurisdictions, and give people access to a wider range of library services and resources. Expensive materials and services could be provided on a cooperative basis, and with the added support from state funds service could be extended to unserved areas. By sharing resources more specialization and depth could be provided in the collections of the member libraries. The ultimate hope of the plan as envisioned in the report was that all citizens of the state would have access to high-quality library service. Perhaps most important there would be a long-range plan for continuous and orderly growth of library service.[14]

It was suggested that 21 systems be formed, and tentative boundaries for the systems were drawn.[15] A minimum size of 4,000 square miles or a population of 150,000 would be required before a system could be fully approved. Conditional approval would be granted if it were shown that the conditions could be met within five years.[16] System membership would be strictly voluntary with local libraries retaining complete control of their operations. The systems would be governed by boards of directors whose members would come from the local boards.[17]

State support of the systems was recommended in the form of establishment grants, per capita grants, and area grants. The establishment grant was to be given for the first year only and was to be based on the number of counties served. If the system served only one county or part of one county, the grant would be $25,000; for each additional county served in whole or in part the system would receive $15,000.[18]

The continuing annual support for the systems was to be on the basis of population and area served. The population grant suggested was $.40 per capita. To compensate systems serving large areas with relatively small populations, area grants of $5.00 per square mile in the first county and $3.00 per square mile in additional counties were suggested. The maximum area grant would be $14.00 per square mile over the entire area served.[19] The schedule of area grants was changed in the final version of the law to a straight $15.00 for each square mile served.

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[14] Ibid., p. 15-16.

[15] Ibid., p. 21.

[16] Ibid., p. 19.

[17] Ibid., p. 18.

[18] Ibid., p. 19.

[19] Ibid.

The hope was expressed in the plan that the suggested boundaries would not become rigid dividing lines, but rather that intersystem cooperation would be fully explored with even the merging of systems being an eventual possibility.[20]

Reference centers.--The development plan called also for the creation of four reference centers to supply a third level of service and resources. These centers would also be aided by state funds and would be expected to supply materials which were unavailable at the system level. The Chicago Public Library, the Illinois State Library, and the libraries at the University of Illinois and Southern Illinois University were recommended to be the four centers because of their tax-supported nature and the quality of their collections. These centers would be expected to supply interlibrary loans and photocopy service to all systems within the state and to make their collections available to all people with a legitimate need for research materials.[21]

Because of the difficulty of having any one library collect all the materials that might be required, it was suggested that a coordinated policy of acquisitions be worked out among the four centers to permit subject specialization and to avoid unnecessary duplication.[22]

Union Catalog and Union List of Serials.--The final proposal of the plan called for the preparation of a union list of holdings of both books and serials of ten to twenty of the major public, special, and academic libraries in the state.[23] These lists, which were to be prepared by the State Library, could logically be used for central bibliographic control of materials for interlibrary lending, although few details are given about the organization or use of the lists.

Role of the State Library.--The plan suggested some changes in the role of the State Library. Traditionally the State Library had lent supplementary collections of materials to libraries in the state. It was suggested that the State Library relinquish this function to the systems and concentrate on its role as the administrative unit for the development plan and as one of the four reference centers.[24]

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[20] Ibid., p. 21.

[21] Ibid., p. 27.

[22] Ibid.

[23] Ibid., p. 27-28.

[24] Ibid., p. 30-31.

Developments in other states.--The thinking of the Library Development Committee and the project director was strongly influenced by the trends in statewide planning and public library system development which were already evident in other states. The decade of the 1950's and the early 1960's were years of great activity in developing comprehensive and long-range plans for library development. Much of this activity was spurred in part, no doubt, by the passage of the Library Services Act in 1956. In the period from 1950 to 1965, Bunge listed over 70 surveys which had been completed.[25]

Most notable among the states from which ideas were borrowed were New York and Pennsylvania. By the end of 1961, when Illinois was just beginning its planning, virtually all of New York State was covered by library systems.[26] In Pennsylvania a study of library facilities and needs was completed in 1958 and in 1961 the major recommendations of the report became part of the Library Code.

Voluntary membership, state aid through per capita, area, and establishment grants, and the idea of a central or headquarters library to serve as the base of the system are features which appear in both the New York and Illinois plans. In some cases the wording of the law and the regulations is exactly the same, indicating that heavy reliance was placed on the New York plan.

In Pennsylvania great emphasis was put on a hierarchy of service, from local libraries to district centers to specialized resource centers, all supported in part by state funds.[27] This same hierarchy appears in the Illinois plan.

Undoubtedly, the ability to draw on the experience of other states greatly speeded the development of the plan for Illinois. This was particularly important in promoting the plan among librarians and trustees, since it was possible to point to states where similar plans were already in operation and proving to be quite successful. The Illinois plan, then, falls into a pattern of library organization and service which was gaining momentum in many parts of the country.

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[25] Charles A. Bunge, "Statewide Public Library Surveys and Plans, 1944-64," ALA Bulletin, LIX (May, 1965), 364-74.

[26] Lowell A. Martin, Library Service in Pennsylvania, Present and Proposed; A Survey Commissioned by the Pennsylvania State Librarian at the Request of the Honorable George M. Leader, Governor of the Commonwealth of Pennsylvania (Harrisburg, Pennsylvania: State Library, 1958).

[27] New York. State Education Department, Division of Evaluation. Emerging Library Systems, the 1963-66 Evaluation of the New York State Public Library System (Albany, New York: 1967).

CHAPTER II

THE LAW AND RULES AND REGULATIONS

Following the completion of the plan and its acceptance by the Illinois Library Association, it was felt that the next step in the implementation of the plan was to publicize it widely among librarians, trustees, legislators, and any other people who might be able to lend support to it on its presentation to the legislature. The Library Development Committee was assigned responsibility for disseminating information about the plan and for drafting the necessary legislation. A steering committee of five members was appointed from the full committee to direct the activities.[28]

Before drafting the legislation a series of meetings was held throughout the state sponsored by the State Library and the Illinois Library Association. Librarians, trustees, city officials, and interested citizens were invited to these meetings at which some of the ideas and proposals of the plan were presented and discussed. The system plan was not easy to explain, and since many of the administrative details had not been worked out, there were questions that went unanswered. The main thrust of the presentation was that library service had to be improved, that individual libraries could not do it alone, and that here finally was an opportunity for libraries to work together for a common goal.[29]

In addition to these meetings with librarians and trustees, contact was established with educational and civic groups that might be interested and able to lend support. Endorsements were obtained from the Governor and from the candidates for Secretary of State.[30]

Legislation embodying the main proposals of the plan was drafted in the fall of 1964 and introduced into both houses of the legislature in the spring of 1965 with bipartisan support. The bill passed the House with only three "no" votes and on May 3, 1965, the Senate passed the bill with only one dissenting vote. It was House Bill 563, "A Plan for the Establishment of a Network of Public Library Systems" that was sent to the Governor for his signature. The Governor signed the bill into law on August 17, 1965.[31]

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[28] Donald E. Wright, "Library Legislation--the Illinois Example," Illinois Libraries, 49 (January, 1967), 13.

[29] Ibid.

[30] Ibid., p. 14.

Provisions of the law.--It is considered significant that the first section of the law recognizes the State's financial responsibility for encouraging the improvement of public libraries as part of its support of public education. This is the first time that this obligation has been explicitly and officially stated.[32]

A library system is defined in the law as one or more public libraries serving a minimum of 150,000 people or an area of 4,000 square miles. A system can be a cooperative library system in which libraries enter into a written agreement to provide library service on a cooperative basis or it can be a consolidated system in which libraries join together to form a single library. To accommodate the unusual requirements of Chicago the law provides that a system may also be a single library serving a city of over 500,000 people.

Administration of the law is the responsibility of the State Librarian. He and his staff with advice from the Advisory Committee of the State Library, are to formulate rules and regulations necessary to achieve the objectives of the law which are stated as follows:

a) Provide library service for every citizen in the state by extending library facilities to areas not now served.
b) Provide library materials for student needs at every educational level.
c) Provide adequate library materials to satisfy the reference and research needs of the people of this state.
d) Provide an adequate staff of professionally trained librarians for the state.
e) Provide an adequate stock of books and other materials sufficient in size and varied in kind and subject matter to satisfy the library needs of the people of this state.

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[31] Ibid., p. 16.

[32] This and the following discussion of the provisions of the law is based on "An Act to provide a program of state grants to aid in the establishment and development of a network of public library systems, and making appropriations therefor." Illinois, Revised Statutes (1967), c. 81, sects. 111-123.

f) Provide adequate library outlets and facilities convenient in time and place to serve the people of this state.
g) Encourage existing and new libraries to develop library systems serving a sufficiently large population to support adequate library service at reasonable cost.
h) Foster the economic and efficient utilization of public funds.
i) Promote the full utilization of local pride, responsibility, initiative, and support of library service and at the same time employ state aid as a supplement to local support.

Establishment of a library system requires the approval of the boards of directors of the participating libraries, after which a board of directors for the system is elected. This board is required to submit an application to the State Librarian which includes a plan of service stating the purposes for which the system is being established and the ways in which these purposes will be accomplished. The application is reviewed by the Advisory Committee and sent to the State Librarian for action. Conditional approval can be granted to systems serving a minimum of 50,000 people if the plan shows how the 150,000 population requirement can be met within five years.

The system board of directors must be composed of at least five members but not more than 15 chosen from the boards of the participating libraries. The manner of election, provisions for filling vacancies, and the terms of office are decided by the member libraries at a joint meeting except that no director may serve more than a total of six years. The Chicago System is governed by the board of the Chicago Public Library.

The system boards have the power to develop the plan of service, control the expenditure of funds, make and adopt by-laws, purchase or lease grounds and buildings, construct buildings, appoint and remove staff and fix their salaries, contract with other libraries for receiving or furnishing service, amend and alter the plan of service subject to the approval of the State Librarian, and accumulate funds in special reserve funds to be used for acquisition of property or the construction of buildings.

The law includes the provisions for equalization aid, establishment grants, per capita and area grants as recommended in the plan with one change. The area grant was changed to provide $5.00 per square mile for systems whose area is in one county and $15.00 per square mile if the area served is in two or more counties.

Membership in a system is open to any tax-supported public library if approval of application is given by the system board and the State Librarian.

Once approved and in operation systems remain under the supervision of the State Librarian who has the power to revoke approval if he finds that a system is not conforming to the plan of service or to the rules and regulations.

Another check in the law applies to the member libraries. Once a library joins a system it may not reduce its tax levy below the average of what it was for three years prior to the establishment of the system. Should a library do this the annual grants to the system are reduced by 25 percent until the levy is restored to its former level.

The final provision of the original law gives the State Librarian the power to designate the four reference centers subject to the approval of their governing boards.

Since 1965 a section has been added to the law to set forth the procedures to be followed in case of the termination of a library system.

Rules and regulations.--In the process of organizing the systems, librarians and trustees were guided in part by the Rules and Regulations for: Library Systems and State Aid formulated by the Library Development Committee, the State Library staff, and the Advisory Committee.[33] These regulations set forth the provisions of the law that must be met plus some needed interpretations of the law.

Rule I states again the minimum population (150,000) and area requirements (4,000 square miles) for a system. It specifies also that the territory in the proposed area of service must be contiguous unless permission is granted by the State Librarian.

Three conditions apply to the headquarters library; it must have 100,000 volumes or a plan to acquire them, have adequate staff to meet its functions in the service area, and be open at least 60 hours per week. Unfortunately, there is no statement either in the law or in the Rules and Regulations of what the role of the headquarters library is to be. This has led to confusion and to a variety of arrangements.

Included in Rule I is a very clear statement of the requirement that the plan must provide for the free use of the total resources within the system area by all residents holding library cards of any participating libraries.

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[33] Rules and Regulations for: Library Systems and State Aid (Springfield, Illinois: Illinois State Library, 1965).

Rule III contains two requirements regarding the staff for the library systems. The first is that there must be four professional librarians engaged in system services in those systems which are conditionally approved and six in those with full approval. A professional librarian is defined as someone who has a degree from an accredited library school or a person who has a Bachelor's degree and some library training after or as a part of his undergraduate training; it may also be a person who has been engaged in the satisfactory performance of professional library activities for a period of not less than five years. The other requirement is that the system employ a financial clerk to work under the administration of the system but to be accountable to the system board.

It was a serious concern of those who devised the Rules and Regulations that the system book collection be assembled and located to provide maximum use. Plans which called for locating the book collection in more than one location were required to show that this would not weaken the collection or the quality of the service given. Where a dual location is used the plan of service must provide for the creation of a union list of holdings. Systems are required to add 4,000 new titles to the collection each year. Not more than 20 percent of these titles may be fiction and not more than 20 percent may be juvenile titles.

Any expansion of system territory must be approved by the State Librarian. Territory to be added must be contiguous and unclaimed by any other system.

Withdrawal from a system is possible at the end of any fiscal year provided that written notice has been given 90 days prior to the end of the year. Approval of the request must come from the State Librarian who may withhold approval if the withdrawal threatens the existence of the system. In such a case withdrawal is postponed until the system has had an opportunity to take steps necessary to preserve the system.

The remaining provisions of the Rules and Regulations specify the manner of payment of the grants and the records and reports which the system must furnish to the State Librarian.

Application and approvals.--Much of the planning for systems in several areas of the state had been done prior to the passage of the law. After the bill had become law and after the Rules and Regulations and other guidelines had been furnished, it was only a short time before the applications began to be filed. The first application was received from Chicago on November 24, 1965. By February 24, 1966, eight more applications had been filed and approved. By the end of May, 1966, a total of 15 applications had been received.

CHAPTER III

ORGANIZATION AND ADMINISTRATION OF THE SYSTEMS

Although the original plan for system development suggested 21 systems be formed to cover the state (Figure I), there have been numerous departures from these suggested boundaries, and to date only 18 systems have been formed and are in operation (Figure II). While these systems do not cover the whole state, complete coverage could be attained by the creation of an additional system in the Springfield area or by awarding the unassigned areas to existing systems.

The 18 systems include 49,161.1 of the state's 56,400 square miles, 9,272,236 of the state's 10,081,158 people, and 83 percent of the tax-supported libraries.

Approximately 808,922 people remain unserved by systems. These are people in library districts that have not joined systems, people served by association and endowed libraries which are not eligible for system membership, and people without service and living in areas that have not been assigned to systems.

Not all of the people who are included in the population assigned to systems are receiving the benefits of system services. Quite frequently territory is assigned to a system simply because it is contiguous to the system area. In many cases there is no library service in the area.

If the number of people served by libraries that are system members is compared to the population credited to the systems by the state, the discrepancy becomes obvious (Table 1). Systems are receiving per capita grants of $665,985 a year based on 1,664,963 people who must depend either on nonresident use of an existing library or on the system to provide service. The systems vary greatly in size, geographic and demographic characteristics, and in the total bibliographic and financial resources available to them[34] (Tables 2 and 3). One of the most striking contrasts is between the North Suburban and Cumberland Trail Systems; the North Suburban System serves over 800,000 people in a little over 300 square miles, while the Cumberland Trail includes only 212,000 people in over 5,500 square miles.

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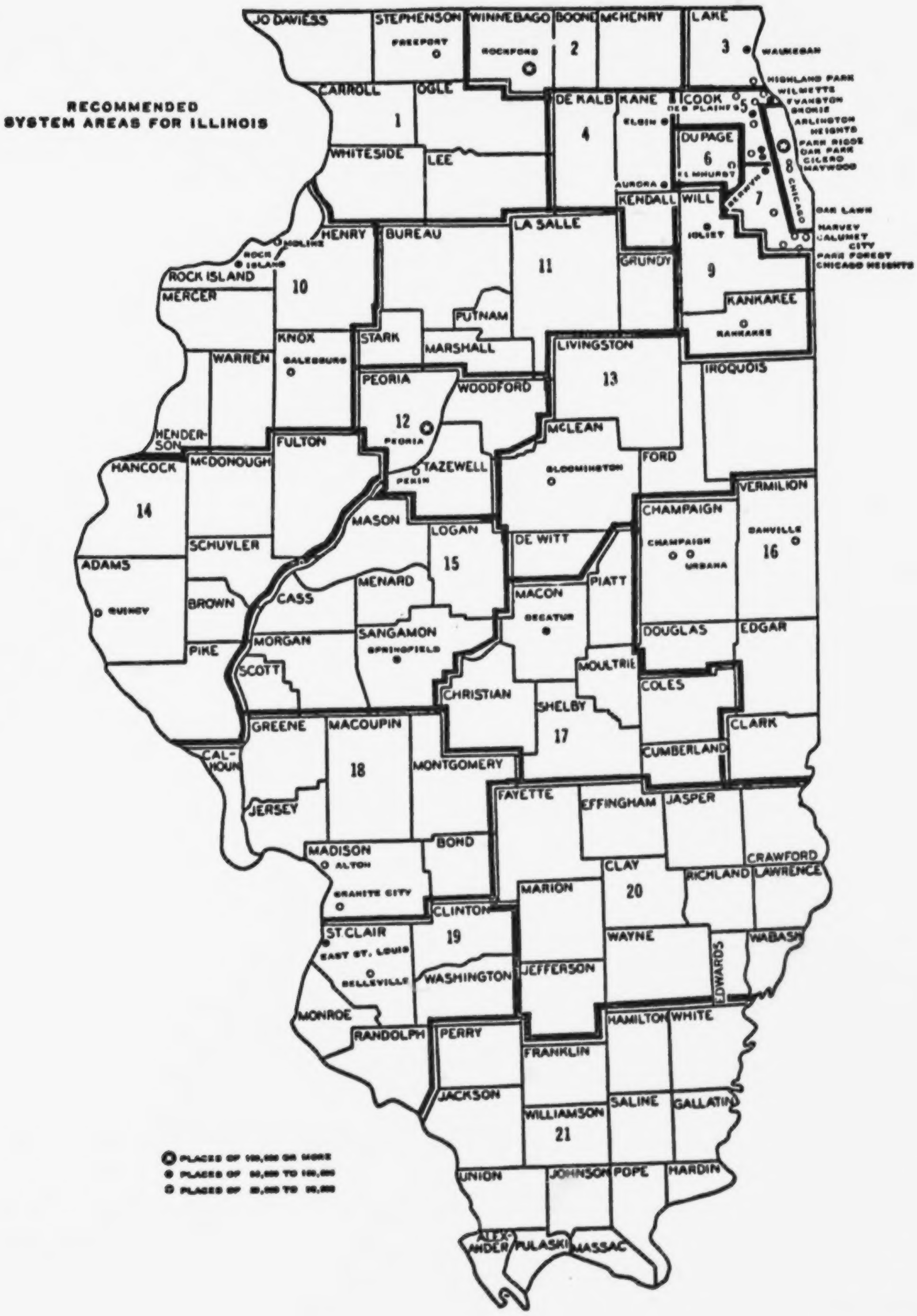
[34] In these comparisons the Chicago Public Library System is not considered.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WAUKEGAN
HIGHLAND PARK
WILMETTE
EVANSTON
SKOKIE
ARLINGTON HEIGHTS
PARK RIDGE
OAK PARK
CICERO
MAYWOOD
CARROLL
OGLE
1
DE KALB
4
KANE
ELGIN
AURORA
COOK
DES PLAINES
5
DU PAGE
6
ELMHURST
BERWYN
7
8
CHICAGO
OAK LAWN
HARVEY
CALUMET CITY
PARK FOREST
CHICAGO HEIGHTS
WHITESIDE
LEE
KENDALL
WILL
JOLIET
GRUNDY
9
KANKAKEE
KANKAKEE
MOLINE
ROCK ISLAND
ROCK ISLAND
HENRY
BUREAU
LA SALLE
11
MERCER
10
PUTNAM
KNOX
GALESBURG
STARK
MARSHALL
LIVINGSTON
13
WARREN
PEORIA
12
PEORIA
WOODFORD
IROQUOIS
HENDERSON
FULTON
TAZEWELL
PEKIN
McLEAN
BLOOMINGTON
FORD
HANCOCK
14
McDONOUGH
MASON
LOGAN
15
DE WITT
CHAMPAIGN
CHAMPAIGN
URBANA
VERMILION
DANVILLE
16
ADAMS
QUINCY
SCHUYLER
BROWN
CASS
MENARD
MACON
DECATUR
PIATT
PIKE
MORGAN
SCOTT
SANGAMON
SPRINGFIELD
DOUGLAS
EDGAR
CHRISTIAN
MOULTRIE
SHELBY
17
COLES
GREENE
MACOUPIN
18
CALHOUN
MONTGOMERY
CUMBERLAND
CLARK
JERSEY
FAYETTE
EFFINGHAM
JASPER
MADISON
ALTON
GRANITE CITY
BOND
CRAWFORD
CLAY
20
RICHLAND
LAWRENCE
MARION
CLINTON
ST. CLAIR
EAST ST. LOUIS
BELLEVILLE
19
WASHINGTON
JEFFERSON
WAYNE
EDWARDS
WABASH
MONROE
RANDOLPH
PERRY
FRANKLIN
HAMILTON
WHITE
JACKSON
WILLIAMSON
21
SALINE
GALLATIN
UNION
JOHNSON
POPE
HARDIN
ALEXANDER
PULASKI
MASSAC
◎ PLACES OF 100,000 OR MORE
● PLACES OF 50,000 TO 100,000
○ PLACES OF 25,000 TO 50,000

FIGURE I: ORIGINAL BOUNDARIES RECOMMENDED FOR ILLINOIS LIBRARY SYSTEMS

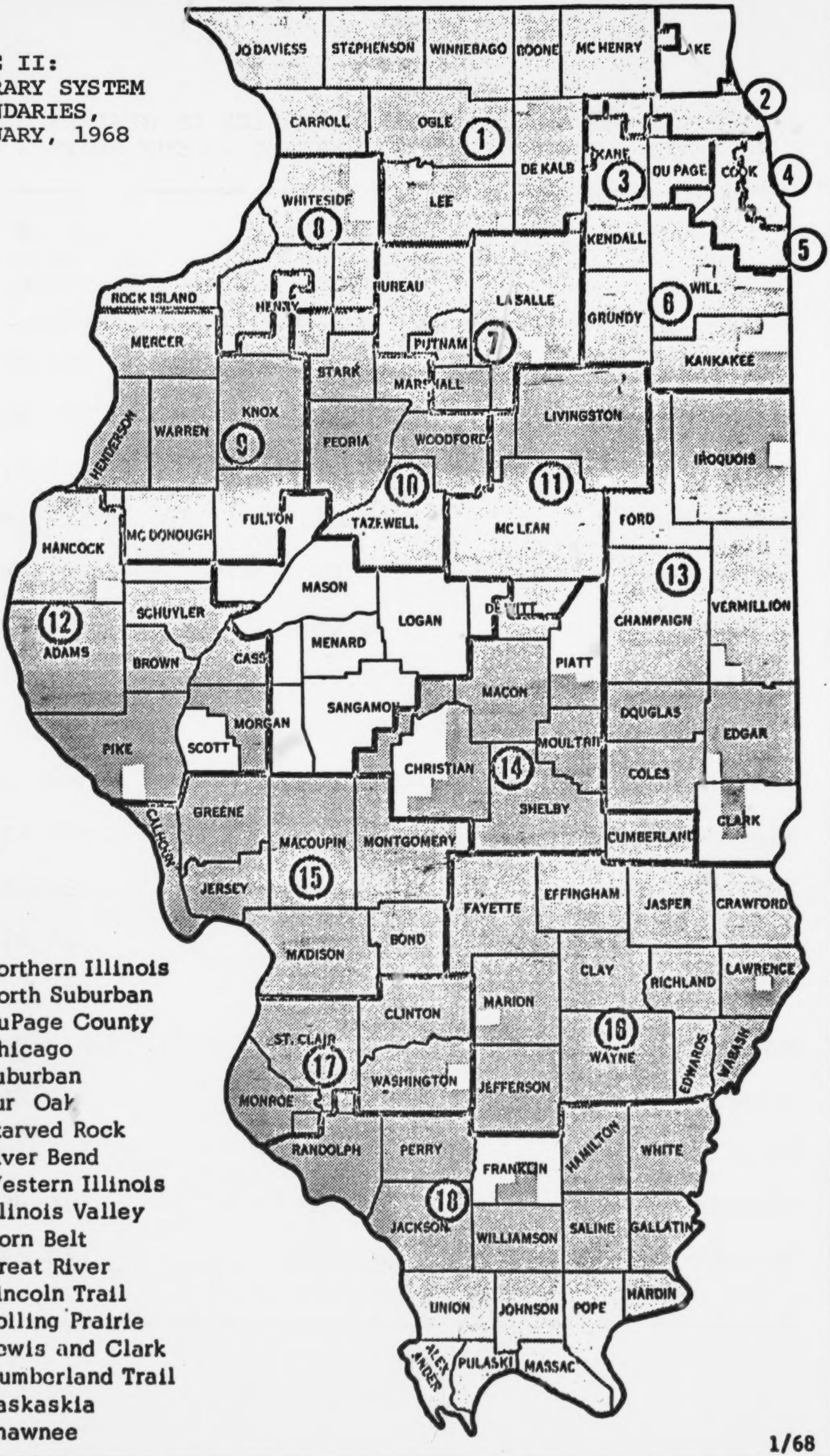

FIGURE II:
LIBRARY SYSTEM
BOUNDARIES,
JANUARY, 1968

JO DAVIESS
STEPHENSON
WINNEBAGO
BOONE
MC HENRY
LAKE
②
CARROLL
OGLE
①
DE KALB
KANE
③
DU PAGE
COOK
④
WHITESIDE
⑧
LEE
KENDALL
⑤
ROCK ISLAND
HENRY
BUREAU
LA SALLE
WILL
⑥
GRUNDY
MERCER
PUTNAM
⑦
STARK
MARSHALL
KANKAKEE
HENDERSON
WARREN
KNOX
⑨
PEORIA
WOODFORD
LIVINGSTON
⑩
⑪
IROQUOIS
HANCOCK
MC DONOUGH
FULTON
TAZEWELL
MC LEAN
FORD
⑬
MASON
⑫
SCHUYLER
ADAMS
BROWN
CASS
MENARD
LOGAN
DE WITT
CHAMPAIGN
VERMILLION
PIATT
MACON
SANGAMON
MORGAN
SCOTT
PIKE
DOUGLAS
EDGAR
MOULTRIE
CHRISTIAN
⑭
COLES
SHELBY
GREENE
CALHOUN
MACOUPIN
MONTGOMERY
CUMBERLAND
CLARK
JERSEY
⑮
FAYETTE
EFFINGHAM
JASPER
CRAWFORD
MADISON
BOND
CLAY
RICHLAND
LAWRENCE
CLINTON
MARION
ST. CLAIR
⑯
WAYNE
EDWARDS
WABASH
⑰
WASHINGTON
JEFFERSON
MONROE
RANDOLPH
PERRY
HAMILTON
WHITE
FRANKLIN
⑱
JACKSON
WILLIAMSON
SALINE
GALLATIN
UNION
JOHNSON
POPE
HARDIN
ALEXANDER
PULASKI
MASSAC
1/68

1. Northern Illinois
2. North Suburban
3. DuPage County
4. Chicago
5. Suburban
6. Bur Oak
7. Starved Rock
8. River Bend
9. Western Illinois
10. Illinois Valley
11. Corn Belt
12. Great River
13. Lincoln Trail
14. Rolling Prairie
15. Lewis and Clark
16. Cumberland Trail
17. Kaskaskia
18. Shawnee

TABLE 1

POPULATION SERVED BY MEMBER LIBRARIES OF SYSTEMS AND POPULATION CREDITED TO SYSTEMS BY THE STATE

System	Population Served by Member Libraries	Population Credited to Systems by State Library
Bur Oak	200,464	301,875
Chicago	3,550,404	3,550,404
Corn Belt	98,373	133,673
Cumberland	83,611	212,150
DuPage	245,098	285,261
Great River	93,097	154,583 (est.)
Illinois Valley	272,224	347,228
Kaskaskia	154,801	311,910
Lewis and Clark	163,373	309,583
Lincoln Trail	199,770	305,377
North Suburban	734,597	814,384
Northern Illinois	407,341	565,210
River Bend	143,395	191,118
Rolling Prairie	145,793	211,921
Shawnee	148,849	320,487
Starved Rock	80,271	122,364
Suburban	763,422	970,861
Western Illinois	122,300	163,847
	7,607,273	9,272,236

TABLE 2

DATE OF APPROVAL AND SIZE OF ILLINOIS LIBRARY SYSTEMS

System	Date Approved	Number of Libraries	Area Served	Population Served
Bur Oak		17	2,065.9	301,875
Chicago	2-24-66		211.3	3,550,404
Corn Belt	2-24-66	19	2,460.3	133,673
Cumberland	11-10-66	13	5,530.6	212,150
DuPage	6-03-66	21	612.2	285,261
Great River	6-03-66	15	4,202.0	154,583
Illinois Valley	2-24-66	28	2,343.7	347,228
Kaskaskia	3-10-67	13	2,013.1	311,910
Lewis & Clark	6-03-66	17	3,738.5	309,583
Lincoln Trail	2-24-66	30	4,838.8	305,377
North Suburban	6-03-66	28	313.2	814,384
Northern Illinois	2-24-66	50	5,152.3	565,210
River Bend	6-03-66	17	1,486.3	191,118
Rolling Prairie	2-24-66	23	2,686.5	211,428
Shawnee	2-24-66	30	5,928.8	320,487
Starved Rock	6-09-67	20	2,118.6	122,364
Suburban	6-03-66	50	541.2	970,861
Western Illinois	2-24-66	23	2,917.8	163,487

TABLE 3

BOOK AND FINANCIAL RESOURCES OF MEMBER LIBRARIES OF ILLINOIS LIBRARY SYSTEMS

System	Books	Books Added	Expen- ditures for Bks.	Income	Total Expen- ditures
Bur Oak	282,800	39,740	71,658	613,592	409,547
Chicago	3,366,605	485,060	1,943,706	9,654,869	9,532,640
Corn Belt	254,882	11,340	37,730	261,393	241,854
Cumberland	187,178	12,368	37,557	228,625	227,528
DuPage	417,079	50,264	179,603	946,613	854,943
Graat River	252,425	8,428	36,954	245,777	238,352
Illinois Valley	737,926	37,480	132,581	1,094,855	958,505
Kaskaskia	241,319	17,604	43,755	326,167	264,958
Lewis & Clark	324,124	22,121	73,183	472,031	398,892
Lincoln Trail	501,264	23,789	83,549	514,944	435,122
North Suburban	1,467,375	144,032	558,170	3,385,939	3,109,102
No. Illinois	831,196	63,573	201,408	1,489,836	1,241,126
River Bend	360,700	21,618	68,589	512,886	484,007
Rolling Prairie	386,864	17,170	74,325	499,803	403,598
Shawnee	309,022	26,833	71,360	342,269	302,681
Starved Rock	225,808	11,484	42,261	226,731	226,579
Suburban	996,092	98,778	361,775	2,177,982	1,788,025
West. Illinois	354,305	18,112	33,904	317,812	262,942

Most systems have at least one city of medium or major size, but three--Starved Rock, Cumberland Trail, and Shawnee--have no city over 25,000 population.

The total book resources available range all the way from 187,000 volumes in the Cumberland Trail System to over a million in the North Suburban System. Only six systems have total book resources over 500,000 volumes.

The financial resources as measured by the total income of the member libraries show a correspondingly wide range, from $226,000 in Starved Rock to over $3,000,000 in North Suburban. Only the Suburban, Northern Illinois, North Suburban, and Illinois Valley Systems exceed $1,000,000 in total income for the member libraries.

With these great differences in size, population, and resources, it is obvious that the problems which the systems face will vary greatly, and that the plans of service formulated to solve these problems will be quite different.

Types of Systems

One of the important considerations in establishing the system network was to plan it so that it could be developed very quickly. Therefore, the type of system organization chosen was important. Three types of systems are most common--the consolidated, federated, and cooperative.

In a consolidated system two or more libraries give up their autonomy to a single board of trustees which governs the operations of all of the units. Getting libraries to consolidate is a slow process, and for this reason the consolidated approach has not been used in Illinois. The Chicago system is sometimes referred to as a consolidated system, but no consolidation beyond the city was involved; it is simply a single city library system.

A federated system permits libraries to enter into cooperative arrangements with other libraries and retain their autonomy at the same time. While federated and cooperative systems are sometimes considered to be the same, a distinction can be made. In a federated system the appointment of the system board of trustees may be done by one or more county boards of supervisors with each library retaining control of its own operations and contracting for services with the system. A staff to direct the work of the system is required, and the system board negotiates with the county boards for funds.

The Illinois systems are called cooperative systems and come into existence by the joint action of the boards of trustees of the local libraries. From the boards of the local libraries a board of trustees is elected to govern the system. The system board submits its application and plan of service to the State Library and receives its funds from the state. A system director and staff direct the work of the system, but local libraries retain control of their own operations. This approach has been used in Illinois in order to avoid the delays encountered in waiting for county boards to act to create multi-county systems.

Supervision and Control of the Systems

Illinois systems are quite autonomous. After initial approval is given by the State Librarian, there is little direct control from the state. System boards and directors[35] have been quite free to develop their programs of service.

Systems are equally autonomous with regard to each other. There have been instances of intersystem cooperation on a voluntary basis, and there will undoubtedly be more, particularly in the metropolitan systems. Thus far, however, the main emphasis has been on the development of individual system programs.

While quite autonomous, systems are subject to some measure of control from several sources. The State Library, particularly the Library Development Unit, has general supervision of system development. In the beginning stages a great deal of time and effort went into advising systems on the procedures of system organization. Shortages in staff have recently made this supervisory role very difficult. Increased strength at this point is required if there is to be effective supervision and guidance. This is particularly important in planning and coordinating intersystem cooperation.

The original evaluation of the applications for system establishment and the subsequent amendments to these applications has been a function of the Advisory Committee to the

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[35] Members of the governing boards of the systems are officially termed "directors." The chief librarian of the system is usually referred to as the "system director." To avoid confusion the members of the board will hereafter be referred to as trustees and the word director will be reserved for the chief librarian.

State Librarian. The committee is not intended to be a planning body or a supervisory group, but many of its decisions have had an effect on the way systems have developed. Since five members of the committee are also system directors there is an awareness of what some of the systems are doing.

The professional directors of the 18 systems constitute an informal planning group above the system level and meet quarterly to discuss mutual problems of system operation. The group is in an excellent position to make recommendations to the State Librarian and the Advisory Committee regarding plans. The drawbacks of such a group are the possibility of its assuming a leadership role which properly belongs to the State Library, and the possible tendency to insist on too rigid a set of proposals for library systems which operate under far different conditions. At this time it is impossible to determine what the precise role of this group is or will be.

The directors of the systems in the Chicago area and the northern part of the state also meet regularly to discuss problems and coordinate programs. Cooperation among this group of systems holds great prospects for the future because of the possibilities for joint projects, particularly in the area of coordinated acquisitions and union lists of holdings. These systems serve the major part of the population of the state and together have the financial resources to permit consideration of some new and far-reaching programs.

System Boards of Trustees

The most direct control of the system operation is in the hands of the system boards of trustees. The boards range from five to 15 members and must be selected from the members of the boards of the participating libraries. These boards, along with active and interested librarians, played an important role in the planning of the system plan of service before many of the directors were hired. They outlined the general form of the plan of service and formulated the list of services the system was to provide.

Most of the systems began with fewer than 15 member libraries, so the simplest solution was to permit each member library to elect one of its trustees to the system board. This was the most commonly used procedure and had the advantage of involving and informing all of the member libraries at a time when all of the implications of system membership were not clear.

As membership in the systems has increased to over 15, systems have been forced to devise new procedures for electing their trustees. Where new schemes have been put into effect, representation is commonly based on some combination of population, area, and in some cases, provision for special or permanent representation for the headquarters library or the larger libraries. In most of the systems some plan of rotation is used so that over a period of time all libraries are represented on the board. The size of the boards tends to approach the 15-member limit rather than settling on any fixed size below that number. The Illinois Valley and Suburban Systems have chosen to have nine-member boards and North Suburban a 12-member board, but the others either have, or are approaching, 15-member boards.

Some of the procedures for electing trustees seem unnecessarily cumbersome and complex, but undoubtedly reflect the very serious concern for fair treatment of all libraries regardless of size. Some of the procedures could probably be simplified now that systems are a little older and the members more familiar with each other and with system operations.

The term of office for the trustees ranges from one year to the six-year limit, but a two- or three-year term is most common with staggered terms to insure some continuity of operation.

The work of the boards is conducted at regularly scheduled meetings and at meetings of the committees of the board. Monthly meetings are most common, although two specify a minimum of four meetings each year. Election of officers usually takes place at an annual meeting which in most cases falls near the beginning of the fiscal year.

There was some concern at first that system trustees would tend to represent their own libraries rather than see themselves as directors of a distinct, new operation. Except for isolated instances, this does not seem to be a problem. System directors are much impressed with the trustees' willingness to look beyond their own local situations to the possibilities and opportunities that the system presents.

A more pressing concern is the continuing participation of the trustees. Once a system is firmly established and its program of service well under way, will it be possible to sustain the interest and participation of the trustees? Meetings involve traveling considerable distances in some cases, and if additional meetings of committees are involved, a good deal of time and effort is required. Rotating meeting places is a partial solution which some systems have adopted. The North Suburban System is quite concerned about the role that the trustees are to play and has created a committee to study the problem.

One question that should be considered in connection with this problem is whether the board of trustees, as now constituted, is the most effective means of governing the systems. System operations present problems and concepts which are beyond the experience and knowledge of many trustees from very small libraries, and consequently they find themselves with very little to contribute. Although it is not now permitted by Illinois law, the alternative of placing the control of the systems in the hands of a group of library administrators or in some combination of administrators and trustees, as suggested in the evaluation of the New York systems, might be worth considering.

Headquarters Libraries

Headquarters libraries serve an important function in the administrative organization of the systems, although their specific role is ill defined. The law does not mention the headquarters library at all, and the Rules and Regulations do not go beyond the three requirements of size of collection, adequate staff, and minimum hours of opening. While the state did not specify how many central libraries or headquarters libraries there were to be, it is implicit in the Rules and Regulations that the headquarters library was to be the base on which system services were to be built, and that building on the existing strength in resources was to be a guiding principle. This principle has not been fully followed in many of the systems and the role of the headquarters library is still not well defined.

Three basic possibilities were open to the systems. The first was to base all system operations on the headquarters library and make the headquarters librarian the director of the system. An alternative was to hire a separate director for the system but tie system services closely to the headquarters library. A third possibility was to hire a separate system director and build a separate system operation. All of these options have been selected by the Illinois systems in one form or another.

Those who favored a joint appointment argued that it is the most effective and economical form of organization because it uses collections already in existence, staff that is trained, and work operations that are already established. All that is required is modification of some routines and the addition of supporting staff in some of the areas. This combined arrangement is possible where there is a headquarters library with a strong book collection, adequate staff and space, and a librarian willing and able to assume the dual responsibility.

To many people involved in organizing the systems the idea of a joint directorship was less acceptable. They pointed out that the system serves a function which is quite distinct from that of the public library and requires the full attention of a professional director. They suggested also the possibility of a conflict of interest in decisions affecting the two operations and the possibility of conflict between the two boards. There was the added fear that too much power would be concentrated in one person and one library, and that most of the benefits would go to the headquarters library.

In some systems there simply was not space in the headquarters library to accommodate additional materials or offices making separate quarters necessary and, most logically, a separate director.

Four systems--Illinois Valley, Northern Illinois, Starved Rock, and Western Illinois--chose to make the librarian of the headquarters library the director of the system and, with the exception of Starved Rock, to house system operations in the headquarters library.

In the Illinois Valley System an attempt is made to merge the operations and staff of the system with those of the Peoria Public Library. All staff are paid on the same scale, the only difference being that some are paid from system funds. The Starved Rock and Western Illinois Systems present quite a contrast. In these two the operations of the systems and the headquarters libraries are carried on separately. There is some sharing of staff but no conscious effort to merge the two units. The Northern Illinois System merges some system functions with the Rockford Public Library and maintains some system operations separately.

The other 13 systems have hired separate directors, and all but one have separate buildings. Several began with quarters in the headquarters library but were forced to move as system operations expanded. There is the possibility of combined quarters in the future, if the headquarters libraries are able to enlarge their buildings, and eventually the possibility of other combined directorships.

Among these 13 systems a variety of contracts and arrangements exist. The Shawnee and Lewis and Clark Systems are the most distinctive administratively in that both have separate directors and buildings but in addition have named the system headquarters as the headquarters library for the system. The most significant implication of this type of arrangement is that they are obliged to build a book collection of 100,000 volumes beginning with no base at all. The situation is eased greatly for Shawnee by virtue of its access to the collections of Southern Illinois University at Carbondale and for Lewis and Clark by the resources available at the Edwardsville campus. No other systems have consciously adopted this type of organization, although in practical terms the Cumberland Trail System is similar. It has its own director and building and no book collection of any substance to be used as the base for the system collection.

For the other systems it has been a question of how much the system would do itself in collection building and the provision of services, and how much the system would rely on the headquarters library. The North Suburban System is an example of one that maintains separate administrative offices but intends to provide service on a contract basis from the Evanston Public Library. The Suburban System contracts with the Oak Park Library for space and facilities for providing interlibrary loan and reference services, but maintains separate quarters for administrative offices and some of its other operations. This is a flexible and open-end contract which allows the addition of other services as they are developed. The Rolling Prairie and Lincoln Trail Systems are examples of systems which provide almost all of their services from the system headquarters rather than from the headquarters library using the headquarters libraries as backstopping agencies for interlibrary loans and reference materials.

Professional Directors

All of the systems have succeeded in hiring professional directors. Although the early planning was done by trustees and librarians, the responsibility for planning and directing the system program now rests primarily with the director and his staff. The initial step for the director was to assess the strengths and weaknesses of the member libraries and to establish some order of priority for the services desired.

With the creation of the systems a complete new echelon of top level public library positions came into existence in Illinois. The search for men to fill these positions was intensive and nation-wide with systems offering salaries capable of attracting many well-qualified candidates. Only seven of the present 18 directors were recruited within the state of Illinois. Of the others, three came from Indiana, two from New York, two from Michigan, and the other four from widely scattered areas.

The qualifications and experience of these people is impressive. All of the Illinois people are active and successful librarians and were instrumental in developing the Illinois plan. From outside the state came people with experience in library systems, county and regional libraries, state libraries, and the United States Office of Education. This represents quite an influx of talent and experience and has given Illinois the advantage of having a variety of viewpoints about the development of library systems.

The main problem in the planning of service is to keep the various groups informed and involved. One common method for keeping the librarians involved is the use of an advisory committee to assist the director in the drafting of proposals for submission to the board. Bur Oak, DuPage, Northern Illinois, North Suburban, Suburban, and Western Illinois have advisory committees representing the member libraries which meet regularly to discuss proposals. The Cumberland and Illinois Valley Systems have formed associations which operate separately but which have as a main function the discussion of the system's plans and proposals. River Bend System uses monthly meetings of the librarians to accomplish this purpose, while the other systems rely on less regular meetings of the librarians or periodic workshops to inform, instruct, and get ideas from the member librarians.

Memoranda, newsletters, and information sheets, face-to-face meetings, and telephone consultations are additional and important means used to keep the librarians in touch.

A second way in which the plans are developed is for the system director to use either the executive committee or the policy committee of the board as the working committee for the development of policy statements. Where system board members are active and informed this method can be used effectively to iron out details and speed acceptance by the complete board.

Other Staff

All of the systems are still involved to some degree in building their staffs, adding new staff members as programs are developed or expanded. The staffs vary quite a bit in size and organization. Great River presently employs only one professional, the director, while Suburban has six professionals. The number of clerical employees ranges from two in Corn Belt and Kaskaskia to 15 in the Suburban System.

The law requires four or six professionals engaged in system services depending on whether the system has full or conditional approval. This requirement does not seem a particularly strenuous one; the provision does not specifically state that the librarians must be full-time employees so there is the possibility of sharing staff with the headquarters library or perhaps with another system. As with many of the rules and regulations, immediate compliance is not required, nor is there any indication of what exceptions might be made in applying the rule. If the provisions were rigidly interpreted and enforced, two systems at least--Corn Belt and Starved Rock--might be forced to spend an unusually high percentage of their budgets on salaries. In another instance, North Suburban, if it continues to rely on contractual arrangements with Evanston Public Library, may never need its own staff of six professionals. It seems safe to assume that evaluation in this case will be made on the basis of the number of people actually involved in system services regardless of where they are placed.

The requirement of a financial clerk is a natural and understandable one and has been met in most cases by combining the duties with some other position such as secretary. In at least one system the requirement has been met by contracting with an accounting firm for service.

Staff Organization

While detailed job descriptions are not available for all the system positions, it is apparent that a wide variety of positions and duties exist. Where the professional staffs are still small, individuals handle a wide range of duties including consulting in several areas of library administration. Systems with more advanced programs have usually tended to specialize positions in terms of collection building, reference and interlibrary loan, audio-visual services, consultants for specific areas such as adult and children's services, and technical processing where this is not being done on a contract basis.

The organization of the staff follows three general patterns which evolve quite logically from the general administrative organization. The first and most common is one in which the system hires and maintains its own staff for all of the system services. The staff is hired and paid directly by the system, operates from the system headquarters, and reports to the system director.

A second type of arrangement involves the sharing of staff members or compensation to a headquarters library for providing a person who works either full- or part-time for the system. The Bur Oak System, for example, shares all of its staff members with the Joliet Public Library, and the Corn Belt System reimburses the Withers Library at Bloomington for a part-time person in reference and interlibrary loan. There is at least one example of sharing between two systems; this is an arrangement in which Rolling Prairie shares its audio-visual specialist with Corn Belt in a cooperative film program.

A third type of staff organization is that exemplified by the Illinois Valley System, in which the staffs are completely merged.

Intrasystem Relationships

The association of the local library with the system is based on a resolution signed by the board indicating its desire to join the system. There are no detailed written contracts indicating the terms of membership in the system. Once they are members the local libraries are free to make use of system services to the extent they consider desirable or to terminate their membership.

The great selling point for the library system was the assurance given to local libraries that they could gain access to supplementary materials and services without loss of control over their individual operations. While this has greatly speeded the acceptance of the system plan, it has attendant disadvantages, chief among them being the inability to insist on standards of performance. The fact that the libraries joined on this basis virtually precludes the system from ever being able to establish performance levels. The relationship between the member libraries and the system is thus a cooperative one with the system providing services and materials and trying to persuade the libraries to use them to the fullest. The only requirement made of the libraries is that they be willing to extend reciprocal borrowing privileges to the card holders of other member libraries. This stipulation alone was sufficient to cause many libraries to hesitate about joining, and reciprocal borrowing has still not been instituted in a number of the systems.

The role of the system is to supplement local services and not to supplant them. In so doing the system is obligated to try to improve local services and to draw attention to the local libraries and not to the system itself. Accordingly the system does not give direct service to the public and works to have requests for service channeled through the local library. In turn the position of the systems relative to the member libraries has been strengthened by the State Library's decision to delegate services it once gave to the system level.

Despite the efforts being made by the systems to coordinate and provide additional services, the individual libraries remain the key to successful library service. It is at this point that access to the system resources and those beyond the system is gained, and it is at this point that high quality of personnel and resources is required; it is also true that this is the weakest link in the chain. System programs should be designed whenever possible to encourage greater support and effort at the local level. The question, of course, is how to do this. It is quite apparent, however, that the extension of service to people unserved and the provision of a full range of services in each library is beyond both the purposes and the abilities of the systems.

Relationship of Library Systems to the Research and Reference Centers

The plan for public library development was not restricted to the creation of library systems. Proposed and subsequently provided for in the law, was the designation of the Chicago Public Library, the University of Illinois Library, the Illinois State Library, and the library at Southern Illinois University as Research and Reference Centers. The purpose of this part of the plan was to establish a level of resources and services above the system level, specialized resources and services which the systems could not be expected to provide. Theoretically and ideally, the resources of four of the state's major libraries would become available to any library user in the state.

Few specific features of the plan were spelled out in either the plan or the law. The original plan stressed the inability of any one library to keep pace with the publishing output and strongly urged a program of cooperative acquisitions.

The governing committee, composed of the head librarians of the centers and the chairman of the Advisory Committee to the State Librarian, was charged with developing long-range acquisition policies to strengthen the existing collections and to avoid unnecessary duplication "and with determining" the rules and regulations under which the Research and Reference Centers would "be made available to the residents of" the state.

Appropriations for fiscal 1966, the program's first year, were $125,000 to each of the four centers: $25,000 was termed an establishment grant. In the second year $100,000 was given to each center, but for the third year no appropriations from state funds were made and the program had to be funded from other sources.

The plan for a program of cooperative acquisitions by the four centers has received little attention and is not likely to result in any substantial changes in the acquisitions policies of the centers. It seems unlikely that the acquisitions program of a large research library like the University of Illinois is going to be tailored to satisfy the needs of public libraries in the state. The nature of its collection is set and will determine in large part the place it will have in a network of research and reference centers.

The formulation of the rules and regulations for the operation of the centers has been very difficult, slow, and filled with controversy. The basic problem centers about the needs of the library systems and the ability of the centers to fill these needs. The first question to be resolved is what materials the centers should provide. Should they restrict themselves to providing materials of a research nature, and if so, what is the definition of research materials? Even if some agreement could be reached on what constitutes legitimate research requests and assuming that the definition was a rather strict one, is this what the systems need? Most of the systems are in the early stages of developing their book collections, and the need now is not for highly specialized research materials, but for a large secondary source of supply of relatively popular fiction and non-fiction. This problem will be eased as system book collections develop, but there is still the question of how much need for specialized research materials the systems will generate. At this point it would seem safe to say, very little. If this is true now and continues to be true for some time in the future, then it is obvious that the Research and Reference Centers are going to be expected to provide many materials which would not ordinarily be included in research materials. It seems unlikely that all of the centers will be willing to provide this kind of service.

A second approach to the operation of the centers was the idea that each center should be assigned a geographical area to serve. This plan is in effect for the northern part of the state where the Chicago Public Library handles requests from six neighboring systems. The idea has been rejected by the three other centers. Such a plan would place the two academic centers in the position of supplying materials and services which are not a natural outgrowth of the needs of the clientele they serve. Only the State Library, because of its public library orientation, would be in a position to serve the same function as the Chicago Public Library. This assumes, of course, that resources and personnel are adequate. In the absence of any firm solution, the Shawnee, Lewis and Clark, and Lincoln Trail Systems have been able to work out arrangements with the centers near them to help provide materials which the systems cannot furnish. The other systems rely mainly on the State Library as a supplementary source. In all of these arrangements, however, there is little indication that the arrangements are based on the idea of using the centers for research and reference purposes. Unless the roles of the four centers are clarified, and unless some form of rapid referral among them is developed, there is little hope of creating the kind of network envisioned in the plan.

This problem is presently under study and hopefully some comprehensive plan will be developed based on the needs of the library systems and the ability of the four centers to serve these needs. In the absence of such a plan, systems will presumably continue to make what temporary provisions they can, and the question will be answered largely by default.

CHAPTER IV

SYSTEM SERVICES

In this chapter a general view of the services which the systems offer will be given. No attempt will be made to show every service being offered by each of the systems, but a general picture will be attempted using examples of unusual or particularly well-developed programs.

Convenience of Access

The major goal of the library systems is to improve the access which people have to adequate library resources and services. This involves first the building of strong resources and services, and secondly, insuring that they are truly accessible. Early discussion of system development considered a variety of ways in which this might be done, and some of the possible methods were incorporated into the plans of service. Among the most frequently suggested means for improving access to adequate library service were reciprocal borrowing privileges with the patron being allowed to return books to any library in the system, interlibrary loans, bookmobile service, and the establishment of service outlets or deposit stations in areas without library service.

Reciprocal borrowing.--Early in the planning of the system network the hope was expressed that with the development of library systems, the lines between library districts would be broken down, and that the people within the area of a system would have free and equal access to all the member libraries of the system. Plans of service were required to work toward such an arrangement, and libraries joining a system were expected to agree to this requirement. No other feature of system membership represents quite as clearly the commitment which libraries were expected to make to the system. The idea of reciprocal borrowing was not an easy one to sell to all libraries, and one gets the impression that when system organizers were promoting the idea of system membership, there was a tendency to play down the provisions for reciprocal borrowing as much as possible. There are a number of fears and problems that have to be dealt with, many of which have been considerably exaggerated.

There was a fear on the part of many librarians and trustees that reciprocal borrowing would open their libraries to people who were not supporting library service, and that the demand created would result in poorer service to the libraries' primary public. In the suburban areas of Chicago there is the problem of a person shopping around for the cheapest nonresident card in order to gain access to the services of the system. Librarians were afraid that lending books to other than their regular borrowers would result in timely and costly attempts to retrieve overdue books. Other less openly expressed feelings were based on a natural distrust of outsiders and a desire to protect and preserve what is one's own.

The problems connected with reciprocal borrowing are most severe in the suburban areas of Chicago where the libraries vary considerably in quality, are close together, and where travel between towns is quite common. It can also create problems where a medium-sized public library of limited resources serves a city surrounded by a number of small towns which use the city as a shopping and cultural center. In the rural areas where libraries are all relatively small, and where the distances between them are great, it is not likely that the problems will be severe.

Despite the fears and problems, solutions have been found in some cases and considerable progress has been made in others. Four systems have a complete system of reciprocal borrowing, and two others have it among most of their libraries. Six systems have no reciprocal borrowing but plan to consider it in the near future. Bur Oak and Great River have a limited form of reciprocal borrowing in which they issue a courtesy card that enables a patron to go to another library in the system when he does not find what he wants in his local library. These cards specify the title or subject wanted and are good for one transaction only.

The Suburban System has proposed a plan which will provide for reciprocal borrowing but take into account the problems of unequal nonresident fees and the possibility of overload on individual libraries. They propose to charge the patron the difference between the nonresident fee he pays and the highest nonresident fee of any library in the system and to compensate member libraries for loans made on system cards after a certain number of transactions has been reached.

It is too early to assess the impact of reciprocal borrowing or to tell whether some of the original fears were justified. The impression is that the problems are not overwhelming. This may be due in part to the fact that library patrons are slow to change their patterns of library usage and continue to use their local libraries.

Interlibrary loans.--The immediate provision of reciprocal borrowing privileges has not been possible in all of the systems; therefore, interlibrary loan service has assumed great importance as a means of sharing resources and satisfying in part the requirement for reciprocal borrowing. An interlibrary loan is defined here as a specific request for an item in order to satisfy a patron's request. This distinguishes it from selections made from book pools or acquisitions lists and also sets it apart from a reference or information question which seeks an answer to a particular question; in the latter case it is not always easy to make the distinction since many reference questions are passed on in the form of subject requests.

The local library, the systems' headquarters, and other collections within the system and the collections above the system level, mainly the Research and Reference Centers, constitute the three levels of resources at which needs may be met. If a request cannot be met at the local library, it is referred to the system which attempts to fill it from the system collection or from the collection of some other library in the system. If this cannot be done, the system looks for a source on a higher level.

No local library in the state can satisfy all the demands placed on it, so that referral to the system level is common. Public libraries in Illinois have long looked to the State Library for interlibrary loan service. System directors have the option during the first year of system operation of requiring that all requests to the State Library be channeled through the system. After this period it becomes a requirement. This insures that both the system collection and other collections within the system will be exhausted before the State Library or other sources are tapped; and it gives the system staff an insight into what kinds of materials may be needed to fill future requests.

One of the major troubles with interlibrary loan service at the present time is that in most systems there are not sufficient resources to satisfy the major portion of the requests. This has resulted in great demands on resources at the third level and has produced a variety of agreements and arrangements. The metropolitan systems go to the Chicago Public Library and from there to the State Library or the University of Illinois as dictated by the nature of the request. The Shawnee and Lewis and Clark Systems can turn to the libraries at the Carbondale and Edwardsville campuses of Southern Illinois University. Lincoln Trail Libraries can go to the library of the University of Illinois. Other informal agreements have been set up in other systems, but these arrangements are possible only because of the proximity of the system headquarters to the Resource and Reference Centers or to some other collection. For the other systems the State Library is the major source at this level.

A second problem has been referred to in the section on Research and Reference Centers. This is the lack of a clear-cut definition of what the centers are to provide the systems. There has been much confusion and disagreement on this point. Some improvements are being made in the service between the Chicago Public Library and the metropolitan systems, but the problem is far from solved on a statewide basis. Any referrals to this third level necessarily involve delays, and if requests must be referred from one Research and Reference Center to another, the problem is seriously aggravated.

All of the systems are now providing some degree of interlibrary loan service, although in some cases it is extremely limited. Referral from the system to the Research and Reference Centers does not exist in all systems.

Within the scope of the general administrative organizations that have been described, several possible arrangements exist for interlibrary loan service. The first is simply to merge the requests with those received through the regular channels of the headquarters library. This has been done by the Illinois Valley System. This arrangement involves sharing staff with the headquarters library or compensating the headquarters library for the staff required to do the job or for space for system staff to work in the headquarters library. Another possibility is used by the North Suburban System which contracts with the Evanston Public Library to provide interlibrary loan service to the member libraries. Evanston provides the staff and space required to perform the service and is paid an amount fixed by the terms of the contract. In other cases the system establishes its own distinct channels for handling interlibrary loan requests using the headquarters library and other sources as necessary.

Most of the systems will accept requests either by mail or telephone. In the Suburban System libraries are encouraged to call other nearby libraries before calling the system. In the Lewis and Clark System, libraries within 25 miles of the headquarters are called each day to determine if they have requests for materials. Requests sent by mail are usually on simplified forms provided by the system. When requests are referred to the State Library its form is used, and for the University of Illinois the standard ALA form is required.

Some standardized form would be desirable, but many system directors feel that the ALA form is too complicated for this purpose.

While on the surface some kind of union catalog of the holdings of the member libraries of a system would seem essential for effective interlibrary loan service, few systems have developed them. There are several reasons for this: one is that it is an expensive and time-consuming job; in addition, in systems with only one collection of any consequence, it seems unlikely that much will be gained by adding the holdings of much smaller libraries to a union listing. Lincoln Trail Library System has compiled a catalog of the adult fiction and non-fiction holdings of its three major libraries and adds to it the items processed for the system and member libraries. The metropolitan systems are considering a joint union catalog based in part on the items processed by the Oak Park Processing Center. Other systems have partial union catalogs showing the holdings of the headquarters library and the system collection, or else they are developing catalogs based on cards for items processed by a centralized processing service. The lack of union catalogs combined with the lack of adequate collections has in some systems delayed the development of interlibrary loan service.

Except in cases where libraries have very special and well-developed collections or where some cooperative efforts are possible, the investment in elaborate union catalogs does not seem worth-while. The gradual development of union catalogs based on a developing system collection supplemented by scope notes indicating particularly strong areas in member library collections seems a more feasible alternative.

Delivery and return of interlibrary loans is handled either by mail, delivery service, van, or bookmobile. Mail is still heavily used, particularly in systems where regular delivery schedules are difficult to work out. Requests which are referred to the State Library or to the University of Illinois are mailed directly to the requesting library and returned in the same way. When mail service is used the requesting library usually pays the postage for the return.

Both delivery and pick-up service are provided by some systems. Where libraries are close enough together to permit delivery once or twice a week, service is speeded considerably, and the trouble and expense of wrapping and mailing is eliminated. The Chicago Public Library delivers items requested by the other metropolitan systems to convenient branches of the Chicago Public Library where they are picked up by the systems and delivered to the requesting libraries.

Borrowing libraries assume the responsibility for items lost or damaged while on loan from other libraries. However, some systems will bear the cost if the library is unable to collect from the patron, preferring to keep local libraries from becoming discouraged by these additional costs.

Speed of delivery is a crucial element in interlibrary loan service and the most likely to provoke comment and criticism. Items available at the system level can usually be delivered in 24 to 48 hours. Items referred beyond the system may take from three days to two weeks. Most directors feel that two weeks is a reasonable time for delivery. An attempt is being made to set an upper limit on the time that a request will be considered alive. Sixty days is the generally accepted limit, unless the borrower requests a longer search.

The loan period for interlibrary loans ranges from two to four weeks. Many systems give the lending library exclusive control over the length of the period, but others have asked for a standard loan period from all the libraries.

Since interlibrary loan service is a relatively new service, long-term statistics are not available. The initial response in some of the metropolitan systems was almost overwhelming; some leveling off has taken place, and demands on the Chicago Public Library, for example, may decrease as system collections are developed. The number of requests ranges from 50 to 60 a month in systems where the service is just beginning, to over 1,200 a month where the service is well established. From 200 to 400 requests is more the norm for all the systems.

There has been a fairly conscious effort to keep the restrictions on interlibrary loans to a minimum. At the system level there are very few restrictions. Most of the restrictions come to bear when requests are referred beyond the system, although the Chicago Public Library has been very generous in the types of requests it will accept.

At the system level restrictions are most likely to apply to popular fiction and non-fiction which should be in the local libraries. Juvenile materials are sometimes restricted along with genealogy. In general, however, the systems are quite liberal and will accept both subject and title requests. As the service expands there will doubtless be changes and modifications depending on both the volume and the nature of the requests.

Interlibrary loan service is an important part of the system plan since it is one of the major means for making additional resources available and for encouraging cooperation among libraries. It is unfortunate that in some cases there has been confusion and delay in handling requests in the beginning stages of the service. Certain problems were not anticipated, mainly the volume of the requests. In some of the systems the service was inaugurated before sufficient resources and procedures were available. For these reasons some systems have postponed full implementation of the service until adequate collections and bibliographic controls exist.

Bookmobile service.--Eleven systems either are using bookmobiles or have used them for brief periods. Only four systems have purchased them for use as a permanent part of their programs; the others have borrowed them from the State Library.

Three primary uses are being made of the bookmobiles. One is to use them to distribute rotating collections of books to the member libraries. Collections are assembled and transported to the libraries, usually monthly or bi-monthly, and librarians are permitted to select from 50 to 300 books to supplement their local collections. In systems which cover large areas this insures the regular addition of new materials to the local collections and permits librarians to see the books rather than having to select them from lists. These books can usually be kept for three months. While this use of the bookmobile may expose librarians to new materials on a regular basis, it is objected to by some who call it an expensive form of delivery service.

A second use of the bookmobile has been for demonstration purposes. Service is provided on request to localities without libraries for a set period of time. At the end of this time it is hoped that the localities will hold referenda for the support of some kind of library service.

Direct stops of the bookmobile to unserved points on a continuing basis is a prominent part of the service given by Lewis and Clark, Rolling Prairie, Shawnee, and Western Illinois Systems.

The Cumberland Trail System has purchased a bookmobile and is planning service to member libraries and possibly to some direct stops. This is an expensive form of service and cannot be supported by the system indefinitely. The Rolling

Prairie System has arranged for this service on a contract basis and encourages communities to work for tax support of bookmobile service or other forms of library service. Western Illinois places a one-year limit on demonstration service and is also developing a contractual arrangement.

Deposit stations.--The deposit station is a technique which has been used in New York to provide a minimum of library service to areas unable to support a full program of library service. It consists of placing a small collection of books at some convenient place in a community and assigning general responsibility to a person or persons for providing what supervision is required. The collections are usually small and are rotated on some established schedule.

Only one Illinois sytem, the Shawnee, is using the deposit station. One other, Bur Oak, has mentioned the possibility of deposit stations but as yet none has been established.

Summary.--There is little doubt that the systems have improved the degree of direct access to libraries and to additional resources. The problem still unsolved is the extension of service to unserved areas. This was one of the great hopes for the plan. It has become obvious in a short time that resources are not adequate for this purpose. The need still is for greater local support of service without proliferation of inadequate, independent units.

Grants to Member Libraries

Direct grants of money by the systems to member libraries are not permitted under the system law, so that whatever aid is given to the member libraries must be in the form of books, materials, or services. Most systems have permitted their member libraries to select from $200 to $500 worth of reference tools to be deposited in the library on permanent loan. The Suburban System bases its grants on the population served and the financial support of the libraries and also requires matching grants.

There are fewer instances of permanent or long-term loans of equipment, but this is done in at least two systems.

An unusual form of grant is made by the Suburban System to its member libraries. To help in the provision of periodical literature the system has offered to help its member libraries purchase a microfilm reader and has allotted each member $150 to be used for the purchase of periodicals on microfilm.

Consultant Service

Advice on various problems is one of the most important kinds of help the system can provide. The system staff is close enough to the libraries to be in a position to know and understand their problems fairly well. Not many of the systems have staffs large enough to cover all possible fields where consultant service might be desirable, so there is considerable combining of duties.

Where the professional staffs are still small, all the staff are available for consulting. In some systems the director still does much of this work. Other systems have been able to hire heads of adult services, children's services, and audio-visual services. In almost every instance these professionals also have other administrative responsibilities.

Most of the systems give consultant service on a request basis, although some schedule regular visits to the libraries to look for problems they can help with. Weeding, building construction and remodeling, collection building, and the establishment of card catalogs and other records are areas in which consultant service is most frequently given. In several instances system staff members have made quite extensive surveys of library operations.

More needs to be done in consulting, and there is the danger that persons who serve part-time as consultants, but who have administrative responsibilities also, will find the latter consuming more and more time.

An interesting proposal for a type of consultant service comes from the Suburban and North Suburban Systems. They are considering providing on a contract basis an administrative consultant who would be available to help libraries get started or to help out where libraries are having difficulty finding a librarian.

The Suburban System has already instituted another unique kind of consultant service. The system maintains a list of approved building consultants and will pay up to $750 of the cost of consultant service for any library needing it as long as the consultant is from the approved list.

It is clear that a good deal of consulting is being done, most of it on an informal basis. The service needs to be improved in some of the systems so that it can be offered on a regular basis with specific personnel assigned to the task.

Reference Service

Great emphasis has been placed on the importance of reference and information service at the local level, and systems have taken two very important steps to upgrade service at this level. The first has been to provide local libraries with basic reference collections on long-term loans. An important complement to this step has been the stress which systems have placed on reference work as a topic for workshops and study meetings. Without increasing the awareness on the local level that the library is an important source of information, it is unlikely that there will be a demand created for reference service on the system level. Along with this awareness must come increased competence in giving reference service at the local level.

At the system level reference service is in various stages of development. Since good reference service demands both highly trained staff and strong collections of reference tools, it seems a logical service to combine with existing strengths in resources and staff. This seems to have been generally recognized as indicated by the reliance placed on the collections of the headquarters libraries. In systems which have close relationships with the headquarters libraries, such as Illinois Valley, Northern Illinois, Bur Oak, and some others, this has been a relatively easy arrangement to establish. In the North Suburban System their typical pattern has been followed, and the service has been contracted for with the headquarters library.

In systems where there are no strong reference staffs or collections the systems have been forced to build their own collections and to supplement them as best they can with other collections near them. As with the building of central book collections there are instances where no conscious effort has been made to build on the strength of the collections which exist; this seems an expensive waste of staff and resources.

One unusual possibility which illustrates the variety of options open to the development of system services is the consideration which the River Bend System is giving to making the Blackhawk College Library its reference center in exchange for processing services which the system may be able to make available.

Reference service has a long way to go in terms of being a readily available service to which the public naturally turns. Much work remains to be done at the local level to impress on the public that the local library is a good source of information, and that beyond the local level there exist staff and resources able to assume a much greater volume of service than presently exists. This is as important an aspect of access to library service as reciprocal borrowing or the interlibrary loan.

Book Back-Stopping

Furnishing a source of materials which local libraries are unable to provide was the first item of priority in the list of services which member libraries wanted the system to provide. This called for the creation of a large central collection of books and a means for making them accessible to the member libraries.

The development of the central collection has been done in several different ways reflecting again the administrative organization of the systems. Some systems in separate buildings are developing collections without regard for what is in the headquarters library collection. Others are building the collection in close conjunction with the headquarters library, and still others are using a combination of the two methods.

Systems which are building separate collections were forced to do so in some cases by the lack of an existing collection of sufficient strength to be used as a base. Sometimes it is a matter of insufficient space in the headquarters library to house additional materials. In other cases it seems less justified if the principle of building on strength is to be followed.

The Illinois Valley System is an example of the most complete degree of merged collections, there being no separate system collection at all. The Suburban and North Suburban Systems house their collections in the headquarters libraries where they are accessible by interlibrary loan.

Lincoln Trail and Northern Illinois maintain two collections. In the case of Lincoln Trail what is called the headquarters collection is housed in three headquarters libraries with responsibility for subject coverage divided among them. In addition the system maintains a collection of books for distribution to libraries on a three-month loan. The only books housed at the system headquarters are those pool books which are not in circulation. The Northern Illinois System merges the main collection with the headquarters library but maintains a collection of duplicates for distribution as rotating collections.

Rotating collections are used by several systems. These are not prepackaged collections but are selected by the librarians from lists or from bookmobile collections. These rotating collections range in size from 50 or 100 volumes all the way to 1,000 volumes. As collections increase in size systems are gradually removing restrictions on the size of collections which libraries may have.

A device used to provide new materials of a popular nature on a regular basis has been the lending or rental library. This has been used by several systems in an attempt to reduce the number of duplicate copies the system must buy. To encourage the use of the service some systems have offered to pay for the first year or two of the service.

Only two systems have experimented to any extent with the use of paperbacks. These are placed in libraries in collections of relatively small size with a minimum of processing. It would seem that this is a possibility which other systems might explore.

System directors feel that a strong central collection, either in the headquarters library or at the system headquarters, is essential to effective system operation, and that a collection of 100,000 volumes constitutes a minimum. It will be some time before all of the systems achieve this goal. It is also difficult to tell at this time whether some systems will be able to give adequate service with smaller collections.

Audio-Visual Resources

Audio-visual materials have been extremely popular in systems that have been able to provide them. In some systems the emphasis has been placed on building the book collection before going into audio-visual materials. The expense of the materials has been an added deterrent.

Nine systems presently provide records to member libraries. Some of the record collections have been supplemented by records borrowed from the State Library. Records are usually lent on request or in small packets for two or three months.

Art reproductions are available in ten systems, again supplemented in some cases by borrowing from the State Library. These are generally exchanged after three months.

Films are now being supplied by eleven systems, either individually or in cooperation with another system. Some of the collections are in the beginning stages and are still very small. Systems are aiming at providing collections from about 40 films to 1,000. In several instances systems have been fortunate in taking over existing film collections or in getting service from existing film cooperatives. This has speeded the development of film service. Corn Belt and Rolling Prairie Systems have a cooperative arrangement for films; the Suburban System took over two existing collections, and there is presently discussion of an expanded cooperative arrangement involving several of the suburban and metropolitan systems. Systems without film service have been deterred by the expense of it and by the high priority given to books. Many are considering the possibility of a cooperative service.

Films are usually loaned through the local library for showing in the library or for the use of groups in the community. In only one or two cases does the system provide projectors and screens to go with the films.

Aid in Book Selection

Many of the collections in the member libraries are extremely weak, being small, outdated, and in poor physical condition. In addition to giving help in weeding and organizing collections, systems have tried to aid in improving the quality of the collections. Workshops on book selection and consultant visits have been supplemented in several cases by continuing attempts to provide information about new materials. Several methods have been used to accomplish this goal. In some instances systems have paid the cost of a subscription to a reviewing journal for the member libraries; in others the systems have purchased reviewing tools for routing among the libraries. Besides these standard journals and selection tools the systems provide information on new materials in their newsletters, in annotated checklists, bibliographies on selected topics, and lists of materials received by the system.

Book discussion or review sessions are rarely used by the systems. Meetings of the librarians frequently deal with book selection in general as do many of the workshops, but regular meetings for the purpose of reviewing and selecting books are not often used.

Aid of this kind is an important aspect of a system program, because while offering help it also emphasizes the importance of building the local collections and leaves the responsibility for selection with the local libraries. For libraries with very limited book budgets this kind of aid in book selection can be an important service.

In-service Training

A serious problem which all system directors face to some extent is the low level of professional training in the member libraries. A very small percentage of the libraries have professional librarians. This seriously hampers the development of the system programs, and the provision of in-service training in some form becomes a concern for all of the systems. Two objectives need to be attained with this training; librarians need to be informed about the services which the system offers, and the general level of knowledge and performance of library operations must be raised.

A variety of means is used to achieve these ends. Information about the system services is given to the librarians in newsletters, meetings of the librarians, and personal contact between system staff and local librarians. Workshops and conferences are also frequently used to inform people about the role the system can play in improving local library service.

In-service training in greater depth is more difficult to provide. Newsletters, memoranda, and bulletins frequently attempt to instruct on a particular topic; professional literature is also distributed to the librarians. Meetings of librarians usually held monthly, sometimes quarterly, frequently include instruction on or discussion of a special topic. Workshops of one to four days are the most intensive form of in-service training now given. These are conducted either by system staff or in conjunction with staff from the State Library. Reference work, book selection, adult services, and children's services are among the most common topics. These workshops seem to be well attended for the most part, but their effectiveness is difficult to measure.

The Northern Illinois System attempts to plan its in-service training program on a yearly basis with some event or program scheduled for each month. Other systems have less formal arrangements and seek to set up sessions as staff and time permit. More needs to be done in in-service training; it is essential if library service on the local level is to be improved. Individual systems need to develop their programs more fully, and possibilities for inter-system cooperation should be explored.

Centralized Purchasing

Centralized purchasing of books, supplies, and equipment was seen as a way to stretch the funds available to libraries by permitting ordering in quantity at greater discounts. This has not turned out to be a major feature of system plans of service except where central purchasing of books is tied to centralized processing. Four systems will order books without requiring that they also be processed at some central center. Centralized purchasing of supplies and equipment has not been done on any comprehensive basis. Usually it involves special types of supplies or equipment related to some other program that the system is developing. Publicity materials for National Library Week or summer reading programs are usually purchased in bulk by systems for distribution to member libraries either free or at cost. Other commonly purchased materials are such items as card stock, book jackets, and other regularly used supply items. Occasionally systems will supply or help to supply such items as Gaylord charging machines or microfilm readers where these fit into a specific system program.

Apparently the demand for centralized purchasing has not been sufficient to call for comprehensive plans of this type. It may also be that systems are reluctant to build inventories of materials which might be in only temporary demand among member libraries.

Centralized Processing

The processing of library materials is expensive and time-consuming and is made even more difficult by the fact that trained staff is difficult to find. For this reason the prospect of libraries being able to receive books already processed and ready for the shelves was an inviting one, and centralized processing ranked high on the list of priorities of system goals. So important was this service that at one time it appeared that the state of Illinois would possess 18 different processing centers. Fortunately the folly of this was realized quite early, and many of the systems began to look for alternatives to establishing their own processing centers. Since the Oak Park Processing Center was already in existence, there was at least one possibility for contracting for an existing service. Five systems have been able to take advantage of the service offered by Oak Park, and while the Suburban System does not officially belong, a number of its member libraries have direct contracts with the center. The Oak Park Processing Center is presently being studied and earlier recommendations have suggested that it be supported in part by aid from the state so that it might become the processing center for the entire state. To what extent this becomes feasible or possible remains to be seen. The present cost of the service is $1.30 a volume.

Another processing center is being used by three Illinois systems; this is the center at Keokuk, Iowa, the headquarters of the Keosippi Library Development. The Great River, Kaskaskia, and Cumberland Systems are presently having their processing done at this center at a cost of $.95 per volume.

Only three of the systems have provided centralized processing as part of their program of service; these are the River Bend, Rolling Prairie, and Western Illinois Systems. Rolling Prairie processes books for $.50 per volume, but only five libraries use the service, and the volume of work done for the member libraries is quite small. Western Illinois offers the option of centralized purchasing of materials without processing for $.15 per volume which includes the provision of a shelf-list card; complete processing is provided for $.40 per volume. Eight of the system's 23 libraries are using the service. River Bend has the most ambitious program of processing. A staff of six is employed with a potential of processing 20,000-25,000 volumes a year. Again the cost is $.50 per volume to member libraries. These three systems offer quite a bargain when the cost is compared with the two established centers at Oak Park and Keokuk; the cost is, of course, partly underwritten by system funds. The small percentage of participation was explained in part by one director who said that it is difficult to sell centralized processing to small libraries that do not have card catalogs in the first place. This is another example of the need for up-grading local services before system services can be effective.

Six systems as yet do not provide centralized processing either directly or by contract. Whether these centers will contract with existing centers or whether some of them will provide the service directly remains to be seen.

Publicity and Public Relations

System directors generally agree that publicity generated by the system should be designed to emphasize the local library and not the system itself. The amount of time devoted to publicity and public relations varies considerably from system to system, but it is usually handled by one or more staff members who devote part of their time to it, sometimes assisted by a part-time display artist.

Much of the early publicity put out by the systems was designed to make the public and even librarians aware of the existence of the systems. Since that time the emphasis has shifted to the local library and the services it offers as a result of system membership.

Newsletters, memoranda, and bulletins are usually aimed at the librarians in an effort to keep them informed of system activities.

A second type of publicity material which is produced by all the systems to some extent are brochures and other give-aways, such as bookmarks, which tell something about the system and announce the local library's membership in it.

Systems will also offer help to the local libraries in developing their programs of public relations. One common way that this is done is to either help in the preparation of displays or exhibitions or prepare them at the system and rotate them among the member libraries. Posters and signs announcing programs and events, or simple directional signs are provided by most of the systems. Most have also been very generous in providing publicity in connection with National Library Week and such programs as summer reading programs.

Press releases are frequently prepared by the systems and distributed to the member libraries for release to their local newspapers. The Great River System prepares scripts for spot radio announcements and urges its libraries to make use of public service time. Television has not been widely used as a means of publicity for the libraries and systems. Four systems, Rolling Prairie, Lincoln Trail, Corn Belt, and Illinois Valley, cooperate in sponsoring television spot announcements with Rolling Prairie providing the scripts. This is an area in which there might be more inter-system cooperation.

The metropolitan library systems may consider a joint program of publicity or at least make a joint study of the problem.

Publicity and public relations is not the best developed of the system services, but a considerable amount of work has been done. Future efforts must continue to emphasize the local library and the services which it offers, partly because of its system membership.

Delivery Service

The importance of communication between the system headquarters and the member libraries has already been stressed. An important part of this communication is the delivery service which the system establishes. Interlibrary loans, books from processing centers, rotating collections, films, supplies, and equipment make some form of rapid delivery service essential.

At first very great reliance was placed on mail service as a means of shipping books and other materials. It is still heavily used, particularly for shipment of interlibrary loans or films requested between regular delivery days. In a system as large as Shawnee, delivery schedules are difficult to arrange so mail remains an important means of shipment.

Most systems either now have or contemplate delivery on a regular schedule by station wagon, van, or bookmobile. When large collections of books must be moved at one time mail becomes very inadequate. In the compact suburban systems where the volume of material moved is large, weekly and even twice-weekly deliveries are the goal. The metropolitan systems have arranged with the Chicago Public Library to have interlibrary loans delivered to branches convenient to the systems, where they are picked up by system vehicles.

Weekly delivery service seems to be an acceptable goal for all the systems, and in some bi-weekly or even monthly deliveries are sufficient. Where only monthly deliveries are made, the bookmobile is sometimes used for the delivery of rotating collections and other materials. This is an expensive form of delivery service, but librarians of local libraries seem to take pleasure in seeing the collection of books from which they may select supplementary books for their local collections. As demands for more frequent delivery service increase it seems likely that the bookmobile will have to be supplemented by some other form of delivery service.

Another form of delivery service is possible where the demand warrants it. This is the use of a commercial delivery service, which makes possible the delivery of materials as they are requested. The Northern Illinois System has used such a service for films, which demand a rather precise delivery schedule.

The delivery service can be, and frequently is, combined with other system functions. In some systems a member of the system staff accompanies the delivery truck or bookmobile in order to consult with the member librarians either on the selection of materials or on other problems which the libraries may face.

In general, systems should be prepared to increase the frequency of delivery service as demands increase. It is a convenient way of making contact with the member libraries and is an important way for systems to prove their efficiency and their interest in serving the member libraries.

Summary

A great variety of services is already being offered by the Illinois systems. Some systems have a fairly full range of services in operation including book backstopping, film service, established consultant service in special areas, and arrangements for centralized purchasing and processing. Other systems are still working to provide basic collections of books and other materials before going into other programs.

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CHAPTER V

FINANCIAL SUPPORT OF THE SYSTEMS

Without the impetus supplied by state and Federal funds it would have been impossible to establish library systems in Illinois. For the first biennium of operation 4.7 million dollars was appropriated from state funds for system support. For the following two years $9,495,207 was made available. Federal funds available under the Library Services and Construction Act have been used to supplement state funds.

It was felt that the original appropriation of 4.7 million dollars would be adequate to fund eight to ten systems for the first two years, all that were considered likely to be formed during this time. More were formed than anticipated, however, with the result that some systems were only partially funded. With the increased appropriations made available for 1967-69, full funding of all the systems was possible.

The law provides for aid to libraries in four forms: equalization aid to individual libraries, and establishment, area, and per capita grants to library systems.

Equalization Grants

Equalization grants are available to individual libraries willing to levy a tax of .06 percent of the assessed property valuation of the library district. The .06 percent rate is one-half of the maximum levy permitted libraries under state law without a referendum for a higher rate. The .06 percent rate is a reasonable, if not conservative, requirement. Libraries which levy at this rate or higher are eligible for equalization aid if the money raised with this levy does not amount to $1.50 per capita. In these cases the state pays the difference up to $1.50 per capita. To remain eligible for the aid, libraries serving under 10,000 population must join a system within two years of the effective date of the law.

Few people feel that $1.50 per capita is adequate support for library service. There are many libraries in the state receiving this level of support which can hardly be considered to be offering good library service. In the statistical issue of Illinois Libraries for October, 1967, 160 libraries listed tax rates below .06 percent. Despite this relatively low level, 82 of these libraries were receiving at least $1.50 per capita. If all of the 78 remaining libraries were to raise their levies to .06 percent, only 25 would still be eligible for equalization aid, assuming that population and valuation remain the same. In addition to these 25 libraries there are about 25 more libraries with rates of at least .06 percent which are not receiving $1.50 per capita. Thus there is an approximate total of 50 libraries of the state's total of 496 which are potentially eligible for equalization aid, just a little over 10 percent.

In view of this situation it is not surprising that the program of equalization aid has not been particularly successful. For the first biennium $510,000 was appropriated for the aid, but only $236,747 was spent.[36] For the 1967-69 biennium $176,870 was requested, but no funds were appropriated. The future of the program remains uncertain.

It is unfortunate that this program has not been more successful. Apparently the inability to spend the funds, the natural antipathy which many legislators have to direct payments of any kind, together with acute state financial problems were sufficient to halt the plan at least temporarily.

The need for such aid remains. Support of local public libraries is important to both community libraries and the systems. The equalization payment program is also one of the few ways in which minimum levels of support can be required. The program needs to be re-thought and carefully re-planned. Consideration should be given to raising the minimum level of support to at least $2.00 and possibly even higher. It might also be desirable to raise the required tax rate from .06 percent to .09 percent or even to the maximum of .12 percent.

Establishment Grants

Establishment grants were intended as a means of giving systems extra money in the early stages of organization when there would be large outlays for equipment, supplies, office space, and library materials. They were also a means of compensating systems which were planning to serve large geographical areas, the assumption being that as the area served increases expenses also increase. Systems were granted $25,000 for the first county served and $15,000 for each additional county served either in whole or in part. This last feature meant that several systems could each receive $15,000 for serving parts of the same county. This provision has led to some unusual system boundaries and to some competition for small parts of counties that would bring in the additional grant.

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[36] Illinois State Library, 1967-69 Budget Request for Public Library Development. Springfield, 1967 (Mimeographed).

Establishment grants have been used in a variety of ways. In most systems they have not been earmarked for any special purpose but have been considered as part of the total funds available. The only precaution urged was that systems look ahead to the time when funds would be exhausted so that system programs would be planned on the basis of funds that would be available on a continuing basis. Establishment grants were helpful in enabling the systems to acquire office furniture, motor vehicles, and necessary staff very quickly. In some cases the funds have been used to pay substantial portions of the purchase costs of buildings. Many systems used the funds to make large purchases of books and materials anticipating that such large funds would not be available in the future, and that materials had the first priority. Not all of the establishment funds have been used. Some systems have used part of the grant to establish special reserve funds for the time when building construction might be necessary or for the purchase of property and buildings.

To some of the systems, such as Shawnee and Cumberland Trail, the establishment funds represent an important source of funds. The $205,000 received by Shawnee exceeds the amount it receives in annual area and per capita grants.

A total of $1,905,000 has been paid to the systems in establishment grants (Table 4). These grants will not be repeated.

Area Grants

For each square mile served systems are given $15.00 as an area grant. For the suburban systems this grant represents an insignificant part of their total annual payments, less than $10,000 a year for DuPage, Suburban, and North Suburban. For all the other systems it is more important. For the Cumberland Trail System, for instance, it is the larger of the two annual grants. Systems receiving large

TABLE 4

ESTABLISHMENT AND ANNUAL GRANTS PAID TO LIBRARY SYSTEMS*

System	Est. Grant	Area Grant	Per Capita Grant	Total Annual Grants
Bur Oak	70,000	30,988.50	120,750.00	151,738.50
Chicago	25,000	3,169.50	1,420,161.60	1,423,331.10
Corn Belt	55,000	36,904.50	53,469.20	90,373.70
Cumberland	205,000	92,959.00	84,860.00	177,819.00
DuPage	55,000	9,183.00	114,104.40	123,287.40
Great River	85,000	63,030.00	61,833.00	124,863.00
Illinois Valley	115,000	35,442.00	138,891.20	174,333.20
Kaskaskia	70,000	30,748.50	124,764.00	155,512.50
Lewis & Clark	115,000	57,160.50	123,833.20	180,993.70
Lincoln Trail	130,000	72,582.00	122,150.80	194,732.80
No. Suburban	40,000	9,382.50	325,753.60	335,136. 0
No. Illinois	175,000	77,385.00	226,384.40	303,769.40
River Bend	70,000	22,753.50	76,447.20	99,200.70
Rolling Prairie	145,000	43,084.50	84,768.40	127,852.90
Shawnee	280,000	78,745.36	128,194.80	206,940.16
Starved Rock	85,000	31,869.00	48,945.60	80,814.60
Suburban	55,000	8,842.32	388,343.52	397,185.84
West. Illinois	130,000	49,972.50	65,538.80	115,511.30
	1,905,000	754,202.18	3,709,193.72	4,463,395.90

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*This table gives the entire amount of the establishment grants paid and the total annual grants based on the area and population credited to the systems in May, 1968.

amounts in area grants are faced with the problem of extending service over large areas. There are added expenses in travel and delivery service plus the difficulty and cost of trying to establish bookmobile or deposit stations in areas without service or with limited access to service. Only the Northern Illinois System is fortunate enough to have a substantial population center to go along with the large area served.

The state is presently making annual area grants of approximately $754,000 based on the approximately 50,000 square miles which have been assigned to systems. It should be added at this point that area and per capita grants are very difficult to compute. Frequently the State Library is faced with adding a village or a portion of a township to a system area, and it is very rare that precise area and population figures are available for these units. This accounts for some discrepancies between area assigned and the amount of money the systems are actually being given.

Per capita grants.--For all systems except Cumberland Trail and Great River the 40-cent per capita grant is the most important source of income. Per capita grants range from $53,000 in the Corn Belt Sysbem to $388,000 in the Suburban Library System. Total annual per capita grants amount to $3,709,193.72. These grants are subject to change as new areas are added to the systems and as special censuses reflect increases in population. For the rapidly growing suburban systems the per capita grants will be a growing source of income. For the rural areas where the populations are either decreasing or relatively stable, there will be little increase in this support. Since most systems have little area left for expansion, the disparity between the amount of support given to the suburban systems and the more rural systems will increase as time goes on. It may be necessary at some time to consider a form of equalization payments for library systems as well as for individual libraries.

Effects of Financial Support

There was a great range of financial support among the systems' libraries before state funds became available (Table 5). The range is from a low of $1.71 among the libraries of the Kaskaskia System to a high of $4.23 per capita in the North Suburban System.

While area and per capita grants make substantial amounts of money available to the systems, the population served by the money also increases. The over-all effect is that when the population credited to the systems and the

TABLE 5

EXPENDITURES, POPULATION SERVED, AND AVERAGE PER CAPITA SUPPORT OF MEMBER LIBRARIES OF ILLINOIS LIBRARY SYSTEMS*

System	Total Expenditures of Member Libraries	Population Served by Member Libraries	Per Capita Support
Bur Oak	$409,548.00	200,464	2.02
Corn Belt	241,857.00	98,373	2.46
Cumberland	227,528.00	83,611	2.72
DuPage	854,944.00	245,098	3.48
Great River	223,533.00	93,097	2.56
Illinois Valley	958,506.00	272,224	3.53
Kaskaskia	264,958.00	154,801	1.71
Lewis & Clark	398,893.00	163,373	2.44
Lincoln Trail	425,125.00	199,770	2.18
North Suburban	3,109,106.00	734,597	4.23
Northern Illinois	1,237,136.00	407,341	3.03
River Bend	484,007.00	143,395	3.37
Rolling Prairie	403,598.00	145,793	2.77
Shawnee	302,681.00	148,849	2.03
Starved Rock	226,579.00	80,271	2.82
Suburban	1,788,028.00	763,422	2.34
Western Illinois	262,942,00	122,300	2.15

*Based on population served by the member libraries.

expenditures of all the member libraries plus the state funds are considered, the support per capita for library service decreases in every system except one (Table 6). This does not include equalization or establishment grants, in order to show more clearly what the on-going level of support will be. So while the total amount of money for library support is being increased, and the quality of service to many people is being improved, the state is still a long way from providing adequate support for library service for all the citizens of the state.

When it is common to speak of adequate support for libraries in terms of $3.00 to $5.00 per capita, it becomes clear that there is a substantial lag in the support given to Illinois libraries. Eleven of the systems show a per capita support level below $3.00.

System Expenditures

Detailed breakdowns of system expenditures are not available for any substantial period of time so that only a general picture can be given of the way the systems are using their funds.

One feature of system expenditures apparent at this point is that salaries do not consistently consume the major portion of the funds as they do in most library operations. There are several reasons for this. The systems are not providing direct service to the public, so that the usual sizable public service staffs are not required. Systems have been able in several cases to contract for processing, thus keeping cataloging staff to a minimum. The fact that some systems are still in the early stages of development means that many staff members remain to be added. Finally, in some systems the establishment funds have enabled systems to spend more on materials than they will be able to afford once these funds are exhausted.

It is very probable that the ratio between the amounts spent on materials and salaries will change in the near future, particularly if systems place more emphasis on providing consultant service and in-service training. For the time, however, the priority of acquiring large amounts of materials for the system collections is clearly reflected in the system expenditures. Perhaps in some of the systems with close ties between the headquarters libraries and the systems headquarters, including the sharing of staff, it will be possible to maintain a balance in favor of books and other resources.

TABLE 6

TOTAL REVENUE AVAILABLE PER CAPITA OF ILLINOIS LIBRARY SYSTEMS*

System	Population Credited to System	State Aid + Expend. of Member Libraries	Per Capita Support
Bur Oak	301,875	561,286.50	1.85
Corn Belt	133,673	332,230.70	2.49
Cumberland	212,150	405,347.00	1.91
DuPage	285,261	978,231.40	3.43
Great River	154,583 (est.)	363,396.00	2.34
Illinois Valley	347,228	1,144,856.70	3.29
Kaskaskia	311,910	420,470.50	1.34
Lewis & Clark	309,583	579,886.70	1.87
Lincoln Trail	305,377	629,854.80	2.06
North Suburban	814,384	3,444,242.10	4.23
Northern Illinois	565,210	1,540,905.40	2.72
River Bend	191,118	583,207.70	3.05
Rolling Prairie	211,921	531,450.90	2.51
Shawnee	320,487	509,621.16	1.59
Starved Rock	122,364	307,756.60	2.50
Suburban	970,861	2,185,213.84	2.25
Western Illinois	163,847	378,453.30	2.31

*Based on population credited to systems.

It is unfortunate that some systems have either chosen, or been forced, to spend large amounts of money on physical facilities. Because of the unclear role assigned to the headquarters library and because of the lack of buildings adequate to accommodate the additional resources and personnel, most of the systems are housed in buildings which they are renting, or have purchased or constructed. Only four systems are completely housed in the headquarters library. Two systems, Shawnee and Lewis and Clark, have buildings under construction. A third, Lincoln Trail, has a building in the planning stage. The Corn Belt System leases a building, built for them, which unfortunately consumes a large part of their annual funds. For systems still renting headquarters space there remains the possibility of joining with the headquarters library if buildings are expanded or if new buildings are built. The Great River System plans to move into the Quincy Public Library when and if new quarters are finished. Lincoln Trail had considered a similar arrangement before the bond referendum for the Champaign Public Library building was defeated.

In some systems there is a strong feeling about the system having and maintaining a distinct identity, so it is likely that separate buildings will remain a permanent feature in some of them. To the extent that this detracts from the emphasis on staff services and resources, it is an unfortunate development.

Local Support

The cooperative type of system as it exists in Illinois has enabled the rapid development of the system network, but has the serious disadvantage of not imposing any standards of support or performance on local libraries. This is in contrast to New York where libraries are chartered only if they meet specific requirements with regard to book collections, income, hours of opening, and other conditions established by the Commissioner of Education.

There was some discussion in the Illinois Advisory Committee of requiring that libraries tax to the maximum level allowed them before permitting them to become system members, but no positive action was taken. The strong emphasis put on non-interference in local affairs leaves the State Library and the system directors in the position of encouraging, recommending, and persuading rather than requiring certain levels of support and performance from local libraries. One requirement that systems have insisted on is that libraries not reduce their tax levies for the operating budget. Such action would result in a loss of 25 percent of the systems' annual grants under the Rules and Regulations.

It has very quickly become obvious that system services and funds have not replaced the need for local support, nor was it intended that they should. In fact, the effects should be the opposite. As systems help to demonstrate the advantages of expanded services, the hoped-for effect is the recognition of the need for increased local support. It is still too early to tell what local communities will do, or what effect systems will have. There are some encouraging signs, such as the association libraries which have secured tax support in order to take advantage of system membership, and other tax supported libraries which are making an honest effort to improve support and service. There is also the strong suspicion, as suggested by Michalak, that one of the important motivating forces for joining a system was the simple desire to avoid the loss of tax revenues which other libraries were receiving, and which they felt they were also entitled to receive.[37] Whether this is accompanied by a willingness to work for increased local support is very uncertain.

It seems unlikely, even if systems are able to convince the local libraries of the need for increased local support, that there is sufficient tax base in many of the communities to make any significant difference in the level of library service. Add to this the areas which are still unserved and not directly supporting library service, and the problem of adequate service for every citizen becomes even more complicated and discouraging.

It still remains necessary, then, to achieve maximum local support and to provide additional funds in some other manner. Several alternatives can be suggested. The systems are close enough to their member libraries to be able to recognize deficiencies. Once the systems have firmly established their basic programs of service, they might be able to design specialized programs to meet existing inadequacies and then make them available to the member libraries on a contract or matching fund basis. In this way the service could be improved while increasing local support. Such programs could include direct payments to the library for purchase of materials or even the provision of staff on a part-time basis. One of the criticisms likely to be made of such programs is that the benefits would not be equally distributed; some of the larger libraries might not benefit from such a plan, and some small libraries might feel unable to raise the needed matching funds. To avoid this problem it might be best to seek separate funding based on approval of a specific plan of action, but to reject such programs because they are not applicable to all libraries would seem short-sighted. Creating such programs as a supplementary and separate program also avoids the possible criticism that systems are charging for services that were once free. It also provides a basis for experimenting with new programs which systems may elect to continue to support with system funds, but which they are unwilling to support alone, until the effectiveness and long-range costs can be determined. Such specialized programs above the regular system plan of service would also permit systems to lay down requirements before participation would be allowed. It is likely that some guidelines for these programs would have to be prepared on a statewide level, although this would be a difficult task, since they would have to be flexible enough to permit specific adaptation to local conditions.

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[37] Thomas J. Michalak, "The Lincoln Trail Library System as a Case Study in Regional Library Organization." Unpublished Master's thesis, University of Illinois, 1967.

Another possible source of support for local libraries would be direct payments from the state to local libraries on a per capita basis. These could be grants available equally to all libraries, or there could be special additional grants for areas of below-average wealth. There is, too, the possibility of reinstating the equalization payment program at a higher level. Whatever the form of these direct state grants, specific conditions should exist or be planned for, before such grants are made. Reasonable requirements for hours of opening, local support, and materials available should go along with any such program. It might also be desirable to coordinate such a plan with the systems program in order to permit supervision of the use of the funds, to avoid a double line of command, and to permit closer evaluation of the effectiveness of the plan.

For service to unserved areas a new or at least a more vigorous approach must be found. Most of these areas will never be able or willing to support adequate library service on a community level. Once again the state and the systems seem the logical points of leadership and support. The creation of new inadequate libraries in unserved areas is not the answer. One possible solution would be to set up a separate program specifically for extending service to unserved areas with a formula of support based on matching state funds with funds raised in the unserved areas. Service could then be provided by the system or from an existing library or from both on a cooperative basis. Systems, for example, could provide bookmobile service or deposit stations depending on the service desired and funds available, and existing libraries could be encouraged to extend the area of their direct service in return for compensation for such service.

The district library is also an alternative means of meeting the needs of the unserved areas. Either new districts can be created or existing libraries converted to district libraries, which in turn could contract or cooperate with the system in providing service. Although Illinois has a new district library law with taxing powers equal to those of the other type libraries in the state, it is too early to say how much impetus this will provide in the creation of district libraries. If sufficient leadership can be provided to get such districts established, it could be an extremely important step in bringing reasonably good service to unserved areas and in tapping local sources of support.

Without programs of this kind it seems doubtful that significant progress will be made in eliminating the inadequate service which exists in many localities or in extending service to areas now without service. As always, the serious problems are those of providing the leadership to convince people of the need for improved service, developing effective programs, and obtaining the necessary financial support to put them into practice. As with system development, the course most likely to be effective is one in which the state, the systems, and the local communities work cooperatively in the design of programs and the provision of funds.

CHAPTER VI

SUMMARY

This study has traced the emergence and development of public library systems in Illinois since 1962 when the Library Development Committee of the Illinois Library Association first began its study of how to improve the level of library service in Illinois.

This committee drew broad guidelines for a statewide plan of library development which called for the creation of larger units of library service with adequate financial support and a high level of standards of performance. A study conducted by Robert H. Rohlf pointed out the state of public library service in Illinois and proposed a four-point program which became known as A Plan for Public Library Development in Illinois. The basic features of the plan were equalization aid, systems of public libraries, the designation of four libraries as research and reference centers, and a union list of book and periodical holdings of selected libraries in the state.

The proposals were accepted by the Library Development Committee and the Illinois Library Association and became the basis for the legislation introduced into and passed by the General Assembly. In August, 1965, the major proposals had become law and an appropriation of 4.7 million dollars in state funds was made for the first two years of operation. Systems were formed very quickly, so quickly in fact that the funds were not adequate to fund all the systems which were approved. Appropriations for the next biennium were increased to almost ten million dollars enabling the funding of all the systems.

To date 18 systems have been formed and they include as members over 80 percent of the state's tax supported libraries. Although 21 systems were originally suggested, it seems unlikely that more than 19 will be formed. This is due to the relatively free hand given to organizers in recruiting members; the result has been that some of the systems are much larger than originally envisioned and in one case several systems have been combined into one. For the most part this has worked fairly well, and the areas which have been included in the systems constitute reasonable areas of service. In one or two instances it would have been desirable to stick more closely to the proposed boundaries to guarantee adequate area and population to support the system program.

The systems vary greatly in size, demographic and geographic characteristics, and the approaches they have taken in the development of their plans of service. The funds available to the systems, the time they have been in operation, and the viewpoints of the directors have also been factors in creating a variety of programs and services. The sharing of resources through reciprocal borrowing and interlibrary loans, the provision of increased numbers of books, and the addition of many specialized services, such as audio-visual programs and consultant services, characterize most of the programs of service to date.

Some systems have made a conscious attempt to extend service to unserved areas, utilizing demonstration programs, bookmobiles, and deposit stations. It is much too early to assess the effectiveness of many of the programs, but one must be impressed with the amount of progress that has been made and with the imagination and qualifications of the people who have directed the development of the system program. Few expected that the acceptance of the plan would be so widespread or that the implementation of the plans of service would be so rapid. The progress made to date has been the result of a major cooperative effort.

Despite the tremendous progress which has been made there remain problems to be resolved and phases of the plan which still need to be implemented.

One of the most pressing needs is for continued planning and direction from some central agency, preferably the Library Development Unit of the State Library. As long as the systems are still concerned with getting their basic programs of service into operation, this is not quite as crucial as it will be when the programs are further developed. The need for long-range and cooperative planning will increase, and staff of sufficient size and specialization must be provided to do it. Related to this is the need for increased communication of information on problems common to the systems between the State Library and the systems and among the systems themselves.

A second problem is one which will always be present; this is the need for continued adequate financial support. Some of the systems are going to need more money very soon if they are to be able to offer a full range of services.

The extension of service to unserved areas poses additional financial problems, particularly in those systems with large rural areas. Present funds are not adequate to provide this extended service. In addition to these two areas there should be a reinstatement of the equalization program at a higher level or the creation of some similar program to increase the money available to libraries at the local level.

A problem which might be considered minor by comparison is that of a standardized and meaningful form of reporting system activities and expenditures. In this and other studies it has been extremely difficult at times to get comparable data for such items as interlibrary loans and reference questions. If there is to be an evaluation of system programs at some future date, this question will become extremely important.

The hierarchy of service, from the local library to the Research and Reference Centers, is not yet functioning as it should. Many problems have been encountered and the whole problem of what the role of these centers should be is presently under study. Hopefully, the problems can be solved so that the people of the state will have quick access to the resources which only these centers can provide.

It is not too early to begin planning for an evaluation of the system programs. While sufficient time has not elapsed for a meaningful evaluation at this time, it is possible to establish some criteria for the measurement of the range and quality of service being provided so that proper data can be collected on a continuing basis. Evaluation is essential if the proper course of action is to be continued, and if the justification for continued state support of the program is to be successful.

Other questions arise, such as why certain libraries have not joined systems; this topic is the subject of an investigation now being planned. Related to this is the question of how fully the member libraries are utilizing the services made available by the systems.

This study has given only a general picture of system development to this time. The situation is changing rapidly as systems continue to develop their programs, so that this study gives the picture at only one point in time. It is hoped that it will provide a starting point for other investigations of the system plan. Further studies need to be made on specific problems, such as the extension of service to unserved areas, problems of financial support, and possible areas of inter-system cooperation, to name just a few. The progress made thus far has been great, but much remains to be done. The Library Development Committee recognized the need for improved service in all types of libraries; an encouraging beginning has been made in one of the areas.

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APPENDIX A

PROFILES OF LIBRARY SYSTEMS

This appendix contains a brief profile of each of the 18 library systems. It was not possible in the body of the study to give a complete picture of each of the systems since the attempt there was to give an over-all view.

These profiles give a short description of the size and nature of the area served, the population included, plus a brief account of the services offered and the problems faced. It should be kept in mind that the information for these profiles was assembled in the late spring of 1968, and that many changes will have taken place since that time.

Bur Oak Library System

Charles DeYoung, Director

The Bur Oak Library System is one of the most recently approved library systems, having begun operation in early 1968. The system presently has 17 members in a five-county area south and southwest of Cook County but including a portion of Cook County. The area covered contains about 2,000 square miles and a population of about 300,000 people.

The system has its headquarters in the Joliet Public Library and intends to build its program of service in close conjunction with the staff and facilities of that library, although the system has its own director. Other staff members are shared by the system and the Joliet Library. Because of its proximity to Chicago and the other suburban systems it is one that may be able to participate in some cooperative programs.

Heavy reliance will be placed on the collections of the Joliet Public Library for the provision of items requested on interlibrary loan from the member libraries. In addition to this collection the system plans to build a separate system collection from which small collections may be assembled and rotated among the member libraries. Thus far each member library has received 250 books from this collection.

A second means of supplementing the collections of the member libraries is the use of the American Lending Library for the provision of current popular titles. The system has agreed to pay for the cost of the contracts for the first year, after which the libraries will have the option of continuing a contract by paying a portion of the cost. About 120 titles are available under this plan.

Member libraries may call directly to the reference department of the Joliet Public Library for informational assistance. As in several other services the staffs of both the system and the Joliet Public Library work cooperatively to provide this assistance. Questions are handled by phone whenever possible or by letter or courier service where required. The cost of the phone calls is paid by the system, and photocopy service is available if the patron is willing to bear the cost.

Reciprocal borrowing is not in effect, but a partial solution exists in the form of a courtesy card which enables one to go to another library for material unavailable in his local library. The card is good for only one transaction and specifies the library to be used and the item to be requested.

The Bur Oak System is contemplating consultant service in the areas of children and young adult services, reference and other adult services, public relations and publicity, and book selection techniques. In-service training has included a workshop on public relations and publicity, and plans are being made for a series of regional workshops on cataloging.

Materials purchased for the system are processed by the staff of the Joliet Library, and the system provides some centralized purchasing for the member libraries.

Other services being considered by the system are the provision of audio-visual materials, in addition to the art prints now available, and possibly bookmobile service or the creation of deposit stations.

Publications of the system include regularly issued lists of acquisitions, a collection of the histories of the member libraries, and a newsletter.

Corn Belt Library System

Henry R. Meisels, Director

The Corn Belt Library System operates from leased quarters in Bloomington and gives service to 19 member libraries in an area of 2,460 square miles containing about 133,000 people.

A staff of two professionals and two clerks plus a part-time person, who works also in the Withers Library in Bloomington on interlibrary loan and reference service, constitute the staff of the system.

Reciprocal borrowing has been agreed to by all the libraries, and weekly delivery service permits patrons to return books to the library nearest them.

The system collections are still rather small and have been supplemented by borrowing phonograph records and art prints from the Illinois State Library. The Corn Belt System is in the process of building a separate collection to be used to satisfy interlibrary loan requests. The Withers Library in Bloomington, the headquarters library, is the second line of supply for interlibrary loan requests, and the State Library is the most commonly used Research and Reference Center.

The McNaughton Plan has been subscribed to as a means of supplying additional current titles to the member libraries, most of which have very small collections and limited budgets. The system has agreed to pay for the costs of the plan for the first two years.

Reference service is being given to the member libraries both from the system headquarters and the Withers Library. In an attempt to improve the resources necessary for the service the system has placed small reference collections in each of the member libraries and has assisted the Withers Library in the strengthening of its reference collection. Telephone credit cards are given all member libraries to facilitate the use of reference and interlibrary loan service. A list of periodical holdings of the headquarters libraries plus a microfilm reader-printer are available to speed the provision of requests for periodical articles.

Film service is available to the member libraries through a cooperative arrangement with Rolling Prairie Libraries. While the system has not begun purchasing art prints, phonograph records, and other audio-visual materials, a limited number are available from collections borrowed from the State Library.

Advisory service, both general and in children's service, is available on request as is assistance in setting up displays and exhibits. Workshops in reference service and book selection have been held as parts of the in-service training program.

Centralized processing and purchasing is furnished to libraries desiring them by contract with the Oak Park Processing Center.

In an attempt to extend library service in the system area the system is giving bookmobile service to four communities in the hope that they will make an effort to secure tax support for library service.

The system publishes a bi-monthly newsletter called Sum and Substance.

The Corn Belt System is one of the smallest systems in Illinois and has not yet developed a complete program of service. Since its annual grants are relatively small, it may be necessary to provide some additional services on a cooperative basis with some other systems. The director of the system has also called for greater local support from the member libraries.

Chicago Public Library System

Alex Ladenson, Acting Director

Little has been said in this study about the Chicago Public Library System as such. The reason for this, as stated earlier, is that since it is the only single-city system in the state, its comparison with any of the other 17 systems is difficult. It does receive area and per capita grants on the same basis as the other systems.

The funds thus received have been used primarily for the acquisition of both book and non-book materials. This has enabled the strengthening of many of the branch collections as well as the main collection.

In addition to being one of the systems the Chicago Public Library has an important role as one of the four Research and Reference Centers. The systems in and near Chicago rely heavily on the library for the provision of materials unavailable at the system level. Delivery service to branches of the Chicago Public Library near the system boundaries is used to speed service. This system is a very important one because of the wealth of its resources and because of the strength it can lend to cooperative projects among the metropolitan systems.

Mention should also be made of the fact that the Chicago Public Library issues cards and extends borrowing privileges to people in Cook County who live outside the city limits and also to residents of the four contiguous counties of Lake, Kane, DuPage and Will. The total number of people with direct access to the Chicago Public Library constitutes a majority of the people of the state.

Cumberland Trail Library System

Glenn Dockins, Director

The first of a series of meetings which led ultimately to the formation of the Cumberland Trail Library System was held at the Flora Carnegie Library on November 30, 1965. At the first meeting of the newly elected board of trustees in April, 1966, it was decided to make formal application for approval as a library system. Official approval came from the State Library in January, 1967.

The system now has 13 members, all of them quite small libraries and scattered over a large area. Only two of the libraries serve over 10,000 population, and the largest book collection is only slightly over 26,000 volumes. The area of the system is large, over 5,500 square miles in 12 counties, but with a population of only 212,000.

Since there was no library in the system area with space large enough to accommodate the system operation or a book collection large enough to build on, the system has selected a separate director and is planning a permanent building of its own. The system staff is also separate and includes an assistant director and four clerical employees.

The main emphasis of the plan of service thus far has been on building a book collection adequate to serve the needs of the area. A minimum collection of 100,000 volumes is being planned. From this collection rotating collections of 300 volumes will be offered to member libraries for two-month periods.

Audio-visual materials are being considered, but as yet the time and money required for building such a collection have not been available.

The processing of materials purchased by the system is being done on contract with the Keosippi Processing Center in Keokuk, Iowa. Thus far this service has not been extended to the member libraries, but the plan of service calls for eventually making this service available to them as well. It is hoped too, that the cards produced by the processing center can be the basis for a union catalog of system holdings.

In addition to the rotating collections of books to supplement the holdings of member libraries, the board of trustees voted to allow each member library to select $500 worth of reference and non-fiction materials to be kept in the local libraries on indefinite loan.

Interlibrary loan and reference service were established in May, 1968, and it is too soon to assess either their effectiveness or the volume of use. Items unavailable at the system level are referred to the State Library.

The Cumberland Trail System contains a sizable group of people outside established library districts, making attention to extension of service an important consideration for the system. A bookmobile has been purchased to be used in the distribution of rotating collections, with the further possibility that it may be used in a program of direct stops and deposit stations.

Consultant and advisory service are available to the member libraries on request. An in-service training session of reference service was held in the late spring of 1968, and others are being planned.

In order to have an opportunity to discuss mutual problems and to advise the director on system services, the librarians of the member libraries have formed the Cumberland Trail Librarians Association which meets bi-monthly.

Services still under consideration include publicity, uniform charging procedures, and aid in the creation of displays and exhibits.

The system publishes a monthly newsletter.

DuPage Library System

Alice E. McKinley, Director

The DuPage Library System serves libraries in Kane, Cook, and DuPage Counties and presently includes 21 member libraries. The area covered is 612 square miles and the population included is about 285,000.

Much of the impetus for the creation of this system came from the librarian and board of the Wheaton Public Library. The system was approved in June, 1966, and began operation with Wheaton Public Library serving as the temporary headquarters and its librarian serving as the acting director. The present director assumed the position of director in July, 1967.

The system now operates from separate quarters and maintains its own staff except in some instances where staff is shared with the Wheaton Public Library. The system staff consists of one professional librarian and two full-time and one half-time clerical employees.

Assisting the director in the formulation of plans and policies are five committees of the board and a Librarians' Executive Committee. Most of the system services are still in the formative stages, but the system has formulated a five-year plan of action with specific goals to be achieved in each of the years, including a period for re-evaluation.

The first year of operation has been devoted to organization of the system headquarters, development of the central book collection to be housed at the Wheaton Public Library, and initiation of interlibrary loan and reference service. Future programs will include audio-visual service, possibly in cooperation with another system, public relations service, and in-service training programs. Reciprocal borrowing is not in effect as yet but is under consideration and is listed as one of the goals the system must achieve. In a densely populated suburban area such as this system serves, reciprocal borrowing requires careful planning.

Reference and interlibrary loan service are to be facilitated by giving each library a credit card for easy telephone communication with the headquarters of the system and the headquarters library. As in several other systems member libraries have been permitted to select $500 worth of reference tools for indefinite loan to supplement their present collections.

For the extension of service to unserved areas the use of deposit stations is a more likely possibility than the use of bookmobile stops..

A union catalog of holdings of the system is also being considered, keeping in mind the option of working jointly with the other metropolitan systems. The system is a member of the Oak Park Processing Center plan and does not anticipate a processing center of its own.

Some central purchasing of supplies has been done, and help has been given member libraries in book selection and setting up displays. Consultant service is also given in other areas as time and staff permit.

A newsletter published by the system is used to inform member libraries of available services and as a means of sharing news of the member libraries.

The DuPage System is relatively small in both population and area but is a rapidly growing suburban area. It is likely to produce a great demand for library service, and the system may be hard pressed to develop a complete range of desired services unless available funds are increased. Cooperative programs with other systems may provide a partial answer to the problem.

Great River Library System

Stillman Taylor, Director

The Great River Library System is based in Quincy and includes 15 member libraries in an eight-county area. The system which encompasses an area of 4,200 square miles and a population of 154,583 people, was approved in June, 1966.

A unique feature of the Great River System is that it operates in conjunction with the Keosippi Library Development which has headquarters in Keokuk, Iowa. The Keosippi Library Development provides centralized processing and ordering for the member libraries of the Great River System and monthly bookmobile delivery of processed items, rotating collections and items which have been specifically requested. Keosippi is reimbursed for the actual expenses of the bookmobile service and for the processing at the rate of $.95 per volume.

Other cooperative efforts include joint sponsorship of workshops and reciprocal honoring of interlibrary loan requests.

Great River is now considering an arrangement with the Quincy Public Library in which the system will pay a portion of the cost of a new building in exchange for quarters for the system in the building. Until the new quarters are available, the system will continue to operate from separate leased quarters with its own staff consisting of the director and three clerical employees.

The book collection of the system is being developed in two parts--a system collection housed separately which forms a pool for rotating collections and a more specialized collection of materials to be used as a back-up source for interlibrary loan requests. Member libraries may request items from the book pool just by checking acquisition lists or by sending in reserve forms.

Each system member was provided with an opportunity to select $200 worth of reference tools which can be kept on indefinite loan.

Audio-visual resources are available from two sources; the system purchases phonograph records and art reproductions for distribution and in addition pays for the membership of the member libraries in the Mississippi Valley Film Cooperative located at the Quincy Public Library.

A courtesy card enables a patron of one library to go to another member library if the item he wants is not available in his local library. Complete reciprocal borrowing is still under consideration.

Special displays have been set up, a sign-making machine is available, and frequent memos and scripts for publicity are examples of the help the system gives in publicity and public relations.

In-service training programs include workshops, consultation and advice on request, and a collection of professional literature available for loan to the member libraries.

The system publishes and distributes a newsletter entitled Smoke Signals.

Illinois Valley Library System

William W. Bryan, Director

The Illinois Valley Library System is fortunate in being built on the Peoria Public Library which has the largest book collection in downstate Illinois. Additionally both the population base (347,228) and the area included (2,343.7 square miles) are large enough to guarantee a fairly adequate income. There are presently 28 member libraries in a broad circle around the central city of Peoria.

This system is one of the four in which the director of the headquarters' library is also the system director. The administrative arrangement is unique in that the system services and staff are completely merged with those of the

Peoria Public Library staff. The system pays a fixed sum to the Peoria Public Library for the use of the library's staff, collections, and facilities. In addition, of course, the system funds are used for staff salaries and materials required to carry on the expanded operation.

The system is governed by a nine-member board of directors selected from delegates from each of the member libraries. The Pere Marquette Librarians' Association is an organization of librarians of the member libraries and provides an avenue for discussion of book selection, film previewing, and advising the director on system services. About half of each monthly meeting is devoted to some phase of in-service training.

Main efforts have been directed thus far to building the book collection to a point where member libraries will be able to select small collections to supplement their local collections and to develop the interlibrary loan service. Telephone credit cards enable libraries to call requests directly to the interlibrary loan clerk. Other attempts to improve the access to materials have been contracts with the American Lending Library for the member libraries and the placing of basic minimum reference collections in each of the libraries. Besides book materials the system is providing films, filmstrips, phonograph records, slides, and art reproductions. The system assumed financial responsibility for the Illinois Valley Film cooperative.

The system is working toward both reciprocal borrowing and a uniform charging system. A majority of the libraries do extend reciprocal borrowing privileges and have adopted the Gaylord charging system. The system has paid the rental cost during the first year and is considering purchasing the machines.

As part of the in-service training program the system has sponsored and paid for a course in children's services and has sponsored a four-day workshop in adult book selection. The system has also encouraged attendance at the ILA Conference by agreeing to pay costs of the board members who wish to go. Librarians of the member libraries are invited to take part in the book selection meetings of the Peoria Public Library staff.

Recently the system appointed an administrative consultant to work with the member libraries. Weeding of collections seems to be a common problem among most of the libraries.

Prepared press releases are frequently sent to the member libraries for use in the local papers. These releases concentrate primarily on materials available on particular topics.

Future plans for the system call for expansion of the basic services already begun and for the addition of some form of bookmobile service. Thus far the system has not indicated that it will intorudce central processing.

The system monthly newsletter is entitled Valley View.

Kaskaskia Library System

Edgar Chamberlin, Director

The Kaskaskia Library System was among the last to begin operation so that many of the services contemplated are still in the formative stages. The system has 13 member libraries in the Belleville and East St. Louis Area and in Clinton and Washington Counties to the east. The area included is 2,049.9 square miles and the population served is 311,910. Belleville and East St. Louis have been designated as the headquarters libraries, but neither has facilities for housing the system officers, so the system operates from its own building. The staff of the system headquarters presently consists of two professionals and two clerical employees.

The collections of the headquarters libraries are relatively small for the populations served so that one of the early priorities in the system program must be given to strengthening the resources of the area. It is likely that the system will attempt to build a collection of its own as well as work to strengthen the collection of the Belleville Library. It is hoped that the system will be able to establish rotating collections of books as well as more specialized holdings to satisfy interlibrary loan requests. It is also planned to use the McNaughton Plan for a time to enable member libraries to make current titles more readily available.

Reference service is still in the developmental stage, but some preliminary steps have been taken. Libraries have been permitted to select $200 worth of reference books; a reference librarian has been hired; and some thought has been given to basing the service in the Belleville Library.

Audio-visual materials are among the supplementary resources being supplied by the system. Art reproductions, slides, and phonograph records are being purchased. For use with the sets of slides each library has been provided with a slide viewer. Films are not being provided yet.

Materials purchased by the system are processed by the Keossippi Processing Center in Keokuk, Iowa. This service has not been extended to the member libraries. The Kaskaskia System is considering the possibility of ~~producing~~ a book catalog of system holdings.

Consultant service, press releases, posters and delivery service are other services which the system provides. Reciprocal borrowing is not in effect among the member libraries.

The Kaskaskia System faces some difficult problems because of the relatively large population it must serve and the lack of any strong base in terms of collections or financial resources on which to build. The East St. Louis area and the more rural areas to the east present some radically different problems and needs. Building a program to satisfy both areas is going to be a difficult task.

Lewis and Clark Library System

Mary Howe, Director

The Lewis and Clark Library System serves a large seven-county area directly north of the Kaskaskia System. There are presently 17 member libraries in an area covering over 3,700 square miles and serving almost 310,000 people.

This is one of the two systems in which the system headquarters has been named as the headquarters library. A building to house the system offices and materials is under construction.

Because of the chosen administrative arrangement the system is faced with building a large system book collection. This has been a major emphasis of the system program during its first years. Large quantities of books and other materials have been ordered and sent to the Oak Park Processing Center. The collection has been growing quite rapidly. A system bookmobile is used to visit the member libraries once each month to permit selection and exchange of rotating collections. Libraries are permitted supplementary collections of 1,000 volumes which can be kept for three months.

In addition to books, the system purchases and makes available films, records, slides, framed prints, and microfilm. Projectors, tape recorders, and record players are available for use with these materials. Other special classes of materials which the system purchases are programmed learning units for slow learning children, programmed learning units and records for foreign language learning, and some genealogy materials.

Interlibrary loan service makes specific titles available by using the resources of the system, the Lovejoy Library at SIU-Edwardsville and the State Library. With regard to both interlibrary loans and reference questions the system takes the initiative in communication. Libraries within 25 miles of the headquarters are called daily for interlibrary loan and reference requests. Other libraries desiring the service may have it on request. These calls are also used to give advice and discuss problems.

Bookmobile service is offered to a number of direct stops, and some direct mail service has been given. Reciprocal borrowing is in effect among most of the libraries and is a further means of improvement of access to service.

Photocopy service, prints of articles from microfilm, book-selection books, a catalog of films, a catalog of books held by the systems' delivery service, and workshops for both trustees and librarians are other services the system is providing.

A newsletter, The Expedition, is published monthly and sent to librarians, trustees, and other system headquarters. The quarterly meetings of the Piasa Librarians' Association as well as the monthly area meetings bring the librarians together for discussion of problems.

Faced with building a collection of materials from scratch in addition to initiating the other services, it must be said that their system has made substantial progress.

Lincoln Trail Libraries

Robert L. Carter, Director

Lincoln Trail Libraries serves 30 member libraries in a seven-county area in east-central Illinois. It covers an area of 4,838 square miles and includes about 305,000 people. Much of the area is rural, but Champaign-Urbana and Danville are fair-sized metropolitan areas. Library resources of the area include the collections of these three libraries, whose collections are respectable in size and quality, plus the outstanding resources of the University of Illinois.

The system offices are located in leased quarters in downtown Champaign while plans are being readied for the construction of a new and permanent system building. Previous plans to assist Champaign in the construction of a joint system building were dropped when a bond referendum failed in the city of Champaign. The staff includes the director, three other professional members and seven or eight clerical employees.

The system has worked to develop two kinds of book collections. Although Champaign is the official headquarters library of the system, the system has decided to use the Champaign, Urbana, and Danville libraries as depositories for the system "headquarters collection." These are books selected by librarians of the three libraries within assigned Dewey classifications, paid for by the system, but housed in the three libraries. The thinking behind this plan is to keep as many books as accessible as possible by putting them on the shelves of the three most active libraries. Since reciprocal borrowing is in effect, the books are available to anyone wishing to use these libraries. A union catalog of the holdings of these three major libraries makes them easily locatable for interlibrary lending.

A second collection is the system pool collection. Books in this collection are housed in the system offices only when they are not in use. Weekly acquisition lists inform the librarians of what is available, and the librarians are free to select any number of titles desired. The books are delivered by system van.

The Lincoln Trail System has also made a good start in the provision of audio-visual services and materials. Phonograph records and framed art prints are available now, and the system staff has previewed over 1,000 films with the intention of selecting about 300 as the start of a system film collection. Screens and projectors will also be made available to the member libraries.

Interlibrary loan and reference requests may be phoned or mailed to the system headquarters. Loan requests are filled from the headquarters libraries, the system pool collection, the State Library, and the University of Illinois. The same sources are used in the handling of reference questions.

Consulting service is available in both children's and reference service. The latter has included help in selecting reference tools purchased with system funds and placed in the member libraries on long-term loan. Other general consulting has been done, and as the program develops, audio-visual consulting will be instituted.

Other services available include printing and publicity, centralized processing at Oak Park, and workshops and area meetings for both trustees and librarians.

A monthly newsletter, Lincoln Trail Tales is published by the system.

North Suburban Library System

Robert McClarren, Director

The North Suburban Library System includes 28 libraries in the northern suburbs of Cook County and in portions of Lake County. The system area includes only 313 square mile but has a population of over 800,000 people served by some of the best supported libraries in the state.

The system administrative offices are located in Morton Grove, and the Evanston Public Library serves as the headquarters library. The approach of this system has been to use existing resources and staff rather than to create a separate system staff. This is possible in this instance because of the strength of the Evanston Library. There will undoubtedly be some areas where the system will add staff of its own for consulting and other specialized services.

The system has not yet developed a wide variety of programs, choosing to concentrate initially on the availability of adequate resources. This approach has included the appointment of a resources coordinator to study the available resources within the system area and to plan an acquisitions program for the system, possibly with a view to assigning subject specialization to several libraries. Another aspect of this phase of the program is the creation of some form of bibliographic control of the resources available, perhaps in conjunction with some of the other metropolitan systems.

The Evanston Public Library provides interlibrary loan and reference service to the system on a contract basis. The system relies heavily on the Chicago Public Library for book back-stopping for interlibrary loans. Books borrowed from the Chicago Public Library are picked up and returned to a branch of the Chicago Public Library.

While the problems of extension of public library service are different in a suburban area and a rural area, they do exist. The North Suburban System has announced its intention of studying areas without service and to recommend appropriate action to resolve the problem, either by working to extend the boundaries of existing library districts or by helping to create new library districts which can meet minimum standards.

Audio-visual resources are not now provided by the system and libraries are encouraged to use the services of the State Library. It is very possible that audio-visual services and materials, particularly films, will be provided in cooperation with the Suburban Library System to the south.

Consultant services are available as staff and time permit, but the program is not yet well developed. One suggested type of consultant service is an administrative consultant who would be available to help in the organization of a new library or to assist temporarily where a library is having difficulty in securing a librarian.

Reciprocal borrowing is not in operation, but the system is continuing to work toward such a program. Centralized processing is another service still under consideration.

The librarians of the member libraries constitute a Regional Library Advisory Council to the system director. The six-member Executive Committee of the Council is a very active agency in the formation of system plans and policies. The system also has appointed a committee to study the continuing role of the trustees with a focus on how to maintain trustee interest and participation in the system program.

The North Suburban System is one of the metropolitan systems and its director meets regularly with the directors of the other metropolitan systems to discuss common problems and to explore opportunities for cooperative and coordinated plans. In any such cooperative venture the resources of the North Suburban System will be an important asset.

Northern Illinois Library System

Julius Chitwood, Director

The Northern Illinois Library System operates from the Rockford Public Library with the director of that library serving also as the system director. However, organization, administration, and staff of the system are separate. There is a total of 12 to 13 people engaged in system work. For the use of the Rockford facilities and collection the system pays the Rockford Library a fixed annual sum.

The system is a large one, both in the area covered and the population served. The area includes rural territory as well as the Rockford metropolitan area. It covers 5,152 square miles in 12 counties extending across the northern part of the state, and includes over 560,000 people. There are presently 50 member libraries. Despite its distance from Chicago, the system is considered one of the metropolitan systems.

The Northern Illinois System has an active and well-developed program. Reference service is provided by the Rockford Public Library as is a good portion of the interlibrary loan service. Direct borrowing is permitted from the Rockford library, and reciprocal borrowing is in effect with some limitations in four cases. The Chicago Public Library serves as a major supporting source for interlibrary loan requests.

Most of the materials purchased by system funds are integrated into the collections of the Rockford Public Library, but a separate duplicate bookmobile collection is maintained from which the member libraries may select supplementary collections to augment local holdings. These are routed by the system bookmobile to member libraries once every ten weeks. Libraries may select 50 books each time and may keep them for a period of three months. The number which may be selected will be increased as the size of the collection permits.

Other materials available to member libraries are art reproductions which are rotated and collections of phonograph records which are placed in the local libraries on indefinite loan. Films are available on request and are delivered by a commercial delivery service. An audio-visual specialist is available for planning programs and an A-V newsletter announces new acquisitions and related news items.

Other attempts to strengthen local collections include the placement of small reference collections and the provision of a subscription to a book-leasing service which provides lists from which local libraries may select titles. Weekly lists of titles added to the headquarters collection are also sent to member libraries.

Centralized processing and purchasing of materials is another feature of the system program. The system has a contract with Oak Park and pays the processing costs for the first $5,000 of each library's purchases through the center. For amounts beyond $5,000 the system will pay 50 percent of the cost. The plan offers the option of ordering alone or complete processing as desired.

The assistant director does much of the consulting with member libraries in book selection and weeding of collections. The director helps in general administrative areas and in building programs; other specialists are hired as the situations demand.

The in-service training program tries to schedule one event for each month. Among the activities has been a visit to the State Library for the librarians of the member libraries.

In all of its efforts the system has attempted to work with the member libraries to help them see needs and possible solutions, rather than to provide fully developed system programs. The director feels that this approach has worked very well.

The newsletter published by the system is entitled Network News.

River Bend Library System

George Curtis, Director

The River Bend Library System has 17 member libraries in Rock Island, Moline, East Moline, and the surrounding area. The area is 1,486 square miles and the population about 191,000. The system offices are in temporary leased quarters in Moline with plans underway for a permanent building for the system.

One of the main features of this system's program of service has been the development of a centralized processing operation. A staff of six is capable of processing from 20,000 to 25,000 volumes each year. This service is extended to the member libraries, to the John Deere Company, and in the future may include Blackhawk College. Cards from the processing operation are being filed in the hope that a union catalog of holdings can be developed in the future, possibly in book form and computer produced.

Some of the other services are less developed. While both reference and interlibrary loan service are available, their exact organization and location have not been determined. Some thought is being given to locating the reference functions at Blackhawk College in return for processing done by the system. At the present time several interlibrary loan agreements, which existed prior to the development of the system, continue to operate. Requests for interlibrary loans now received are filled when possible from the libraries in the system, the system collection, and the State Library and in a few instances from the University of Illinois.

The system has not begun the purchase of audio-visual materials but films are accessible through the Quad City-Scott County Film Cooperative with the system paying the membership fee for the member libraries.

The book collection of the system is designed to be a pool from which member libraries may select supplementary titles for their collections. The plan is to keep the number of books in storage to a minimum. Should the system decide to make the Rock Island and Moline libraries dual headquarters libraries, book purchases may also be used to strengthen the collections of these libraries.

Bookmobile demonstration service has been offered to three communities in the hope that they will work for tax support for library service. Two of the three communities have decided to hold referenda for continuing support of library service. Beyond this the bookmobile is not to be a feature of the system program.

Consultant service is provided on an individual basis as requested. This advice is supplemented by monthly meetings of the librarians at which additional information and advice are given. A reference workshop has also been held.

Telephone credit cards, weekly delivery service, and rotating exhibits are additional features of the system program.

The River Bend System includes in its area a variety of types of libraries--college, public and special; such a varied assortment of resources and facilities could lead to some interesting cooperative programs.

Rolling Prairie Library System

Elizabeth Edwards, Director

Rolling Prairie Libraries is unique in that it began operation almost a year before the enactment of the system law with funds from the Library Services and Construction Act and a bookmobile borrowed from the State Library. In February, 1966, it was approved as a system under the new law.

The system has its own director and has purchased a building which houses the system collections and staff. Decatur remains the headquarters library and is relied on for back-up service in reference and interlibrary loan. The system has a collection of about 30,000 volumes plus films, recordings, and art prints.

There are 23 member libraries in nine counties; the system area is 2,690 square miles and includes a population of about 211,000. With the exception of Decatur, no library serves more than 10,000 people and 15 of the 23 serve fewer than 2,000 people.

Access to materials has been provided by instituting reciprocal borrowing among all the libraries and by the provision of supplementary collections to member libraries. At eight-week intervals the bookmobile visits the member libraries giving librarians a chance to select any number of titles for the local collections; these materials may be kept for three months or may be exchanged sooner as the demand warrants. Each week the member libraries get a list of new books received by the system, and librarians may select additional titles. In months when the bookmobile does not visit the libraries a system staff member does, taking along new books and art prints, and using the opportunity to consult with librarians on local problems.

Interlibrary loan service is an additional means used to provide materials. Items not available from the system collection or from Decatur are referred to the State Library and other sources.

Bookmobile service is given to eleven direct stops and, beginning in 1969, this service will be provided for $600 a year for two-hour stops and $750 per year for three-hour stops. Communities are also urged to work toward tax support.

Centralized purchasing of books is provided by the system, and libraries desiring the service may have the books processed by the system for $.50 per volume.

Radio is used for a series of book reviews, and television spot announcements in cooperation with other systems are used to publicize services which the systems make available through the local libraries. The scripts for the television spots are prepared by Rolling Prairie staff members.

Librarians of the member libraries have been able to participate in workshops on reference service and book selection. Trustees have had a chance to take part in a workshop sponsored jointly by Rolling Prairie and Lincoln Trail Libraries. Similar workshops on other topics are planned for the future.

The system has begun publication of a monthly newsletter.

Shawnee Library System

James Ubel, Director

The Shawnee Library System is one of the largest systems in the state in terms of the area served. The system covers about 5,928 square miles in 18 counties in the southern end of the state. The population of the area is about 320,000.

Headquarters for the system was originally the Morris Library on the campus of Southern Illinois University. At the beginning of the second year of operation the quarters were moved from Morris Library to a rented building in Marion, Illinois, while a new building for the system is being built near Carterville.

On September 29, 1967, the system suffered a disastrous fire in which the headquarters building at Marion was burned to the ground, causing a loss of system property in the amount of $200,000. Fortunately this was covered completely by insurance.

The system was housed temporarily at the Marion Public Library until a building in Herrin was located and rented. The system will be housed there until the completion of the new building, tentatively set for November, 1968.

The Shawnee System maintains a completely separate operation. The system staff and quarters are completely separate from any other library operation, although it maintains a close working relationship with the Morris Library at Southern Illinois University. A system staff member spends about half of his time at the Morris Library using the catalog and collections to locate items for interlibrary loan.

The system now has a collection of about 30,000 volumes and is adding them at the rate of 2,500 a month. Small collections of records and films are also maintained. A special collection in genealogy has been established and has proved to be very popular. Another special collection emphasizes the history of southern Illinois.

Advisory and reference service are both provided. The advisory service is flexible and designed to fit the needs of the member libraries; requests for assistance may range from answering simple questions by phone to weeding and selection projects which may require several days.

Reference service includes both answering of information requests by phone and the provision of materials in response to subject requests. The Morris Library and the State Library are the principal sources tapped above the system level.

Each member library is visited by the system bookmobile every other month for a two-hour period. Supplementary collections averaging 400 books are maintained at each library, and 200 are rotated at each stop. Local librarians choose their own collections aided by the bookmobile librarian. During 1967-68, 41,515 books and records were distributed to member libraries and deposit stations. The system has also helped the member libraries to establish summer reading programs and has provided promotional materials for Childrens' Book Week. Two meetings have been conducted for system librarians and trustees to inform them of system services and plans.

Two reading centers have been established in communities which previously had no library service. The system provides a rotating collection of 400 books and the community provides the space, equipment, and personnel required. The plan is to establish several more such centers during 1968-69.

Centralized processing has been offered by the system but was discontinued when the Flexowriter and tape files were destroyed in the fire; it is hoped that this service can be resumed in the near future.

The Shawnee System contains a large and scattered rural population which needs to be reached and this undoubtedly will be one of the most difficult problems for the system to solve. Special financing of such a program may be required if it is to be accomplished.

Bibliographies of special collections have been distributed to libraries to serve as guides to the system collection and to aid in book selection. A newsletter, The Phoenix, serves as a communication device.

Starved Rock Library System

Lou Ann Boone, Director

The Starved Rock System is one of the last to be approved and has been in operation for less than a year. The director of the system is also the director of the Reddick's

Library in Ottawa. The reference and secretarial staff are located in the Reddick's Library, and the processing and circulating collections are in a separate location. Several of the staff positions are shared by the system and the Reddick's Library, but basically the system operation is separate.

The system area (2,118 square miles) and population (122,364) are both small; the towns and libraries are also small. Recent decisions to locate a steel mill and related industries in the area are bound to have a great effect on the population and financial resources of the area and the expectations for library service.

The system has a staff of four professional librarians and five clerical employees to serve the 25 libraries in the system. (One of the member libraries is a county library with five branches which are served separately.)

Many of the system services remain in the planning stage or in the early stages of development. Reference and interlibrary loan requests are phoned over a system line to the Reddick's Library where they are handled by a system staff member who uses the Reddick's collection and the system circulating collection to fill requests. Small reference collections have been placed in each of the libraries on permanent loan. Both photocopy service and a microfilm reader-printer are available for providing copies of materials when necessary.

The system circulation collection is being enlarged as quickly as possible, but it remains quite small. The purpose of this collection is to provide a source from which member libraries may draw additional materials to be kept as long as their use warrants. Books on business and management and family histories are two copies of interest for which collections are being built. Items from this pool are delivered to the member libraries as they are requested.

Books purchased by the system are processed at Oak Park, but the service is not available to member libraries.

Audio-visual materials and services are still under consideration. Because of the expense of these materials the system is studying the feasibility of a joint purchase or contract with other systems. The Starved Rock System is included in the metropolitan systems, so it is quite possible for such a joint project to be instituted.

Other services and plans include consulting services and plans for workshops and institutes for both librarians and trustees and a scheme for reciprocal borrowing.

The system publishes a newsletter entitled Views from the Starved Rock Library System.

The Starved Rock System faces some difficult problems, primarily because of the inadequate resources and funds. Progress has been made on several fronts, but either additional aid in some form or substantial cooperative efforts will be needed if a full program is to be implemented.

Suburban Library System

Lester Stoffel, Director

The Suburban Library System serves 50 libraries in the western and southern suburbs of Chicago. The area of the system is primarily in Cook County extending from the Kennedy Expressway to the southern boundary of the county, but including small areas in Will and DuPage counties. It serves a population of 970,861 which is the largest population served by any system with the exception of the Chicago Public Library System. System offices are in Western Springs, and Oak Park and Park Forest serve as the dual headquarters libraries.

While the system is composed of a densely populated suburban area, a large percentage of the libraries serve rather small populations and have rather small book collections, there being only one library in the system with a book collection over 100,000 volumes. This situation presents some serious obstacles to providing adequate resources for the heavy demands of the area.

Because of the many suburbs which are close together, reciprocal borrowing presents some problems, since many people are in a position to travel to neighboring libraries if they happen to offer superior service and resources. The system has devised a plan of reciprocal borrowing, which will compensate those libraries which do a heavy volume of nonresident business.

The Suburban System is not building a separate collection of book materials but instead is assisting the two headquarters libraries in strengthening their collections. These two libraries are the first level of resources for interlibrary loan requests. The headquarters for the interlibrary loan service is located at the Oak Park Public Library. The second level of resources for interlibrary loan requests is the Chicago Public Library. The reference center for the system is also at Oak Park. The system reimburses the library for the space and facilities required for the system services.

Audio-visual services and materials are provided from the system headquarters in Western Springs. Film service was begun by taking over two previously existing film cooperatives and continuing them with system funds. A collection of 1,000 films is being aimed for with the possibility that this service will be made available to some of the other nearby systems.

In addition to the usual consultant services the system maintains a list of people who are available for library work in the area. Another unusual service is the maintenance of a list of building consultants available to help in writing building programs and for building planning. The system also offers to pay part of the cost of hiring a building consultant if he appears on the approved list. Another special type of consultant is the general administrative consultant similar to the type proposed by the North Suburban System.

The system has helped local libraries to improve their local collections by aiding in the purchase of reference tools, the provision of certain periodicals on microfilm, and partial payment toward the purchase of microfilm readers.

Workshops, meetings of the librarians, and an advisory committee composed of librarians from the member libraries are some of the means used for in-service training and for involving the librarians in system operations.

Centralized purchasing of supplies is done for the member libraries when sufficient savings can be realized. Centralized purchasing and processing are not yet being carried on although some of the member libraries have direct contracts with the Oak Park Processing Center.

In all the system has a highly developed range of services under way and will be an important part of any cooperative project undertaken by the metropolitan systems.

The system's newsletter is called Suburban Library System News.

Western Illinois Library System

Camille Radmacher, Librarian

The Western Illinois Library System, centered at Monmouth in the Warren County Library, serves 23 libraries in the west-central portion of the state. The area includes 163,000 people and covers 2,917 square miles. The region is largely rural, Galesburg, Monmouth, and Macomb being the largest cities. Previous to the establishment of the system, six libraries cooperated in the operation of a film circuit and other services. This experience was helpful in getting the system off to an early start. The fact that a county library existed in Monmouth County was undoubtedly a contributing factor also. The director of the Warren County Library serves also as the system director.

While the system is housed in the same building with the Warren County Library, it is a completely separate operation. The only sharing of staff comes occasionally in the provision of reference service.

Rotating collections of 225 books are assembled and sent to the member libraries on request. These collections may be kept for two months and contain both adult and juvenile titles.

A collection of 450 16mm. films is at the call of the member libraries; both adult and children's films are included. These are mailed to the member libraries and are returned immediately after the showing. A smaller collection of 8mm. films is also maintained from which libraries may select items for extended periods of time.

Other audio-visual materials which may be borrowed are phonograph records and art prints on loan from the State Library.

Other attempts to improve the quality of the local collections include the placement of reference and adult nonfiction books in each of the libraries.

Access to service has received much attention in the Western Illinois System. Reciprocal borrowing is in effect for all libraries, and bookmobile service is an important feature of the service program. Twenty-six direct bookmobile stops are maintained providing demonstration service for a one-year period. Contractual arrangements for continued service are being studied. This service is provided to any incorporated town without a tax supported library.

Centralized purchasing and processing are available to any library wishing to take advantage of them. Complete processing is done for 40 cents per volume; ordering alone is done for 15 cents per volume.

A union list of serials is available to all libraries, and future plans envision a union catalog of system-wide holdings which will be given to each library.

Consultant service is offered in both children's and adult services. Much assistance has been given in setting up summer reading programs and in weeding collections.

Several workshops have been held and, together with monthly meetings of the librarians, have contributed to efforts to improve the performance of the librarians.

Several publications inform the librarian of the availability of resources and services; these include a film catalog, annotated booklists, and a newsletter.

APPENDIX B

SYSTEM MEMBERSHIP BY POPULATION SERVED AND PER CAPITA EXPENDITURES OF HEADQUARTERS LIBRARIES

TABLE 7

SYSTEM MEMBERS BY POPULATION SERVED

System	Under 1,000	1,000-3,000	3,001-10,000	10,001-25,000	Over 25,000
Bur Oak	0	5	8	1	3
Corn Belt	0	15	1	2	1
Cumberland	1	4	6	2	0
DuPage	2	2	6	8	3
Great River	1	10	2	1	1
Illinois Valley	5	12	5	4	2
Kaskaskia	0	6	5	0	2
Lewis and Clark	0	4	10	1	2
Lincoln Trail	2	15	10	0	3
North Suburban	0	0	4	13	11
Northern Illinois	5	16	22	3	4
River Bend	4	5	5	1	2
Rolling Prairie	1	16	5	0	1
Shawnee	2	12	14	2	0
Starved Rock	1	11	6	2	0
Suburban	1	1	19	22	7
Western Illinois	5	11	4	2	1

TABLE 8

LIBRARY MEMBERSHIP IN SYSTEMS BY POPULATION SERVED

Population Served	Number	Members Number	Members Percent	Non-members Number	Non-members Percent
Below 1,000	40	30	75	10	25
1,000-2,999	171	145	84.8	26	15.2
3,000-9,999	153	132	86.3	21	13.7
10,000-24,000	80	64	80	16	20
25,000 and over	53	43	81.1	10	18.9
	497	414	83.3	83	16.7

TABLE 9

PER CAPITA EXPENDITURES OF HEADQUARTERS LIBRARIES*

Library	Population Served	Total Expenditures	Per Capita
Joliet (Bur Oak)	73,480	187,246	2.548
Chicago	3,550,404	9,532,640	2,685
Bloomington (Corn Belt)	37,791	115,770	3,063
Flora (Cumberland Trail)	5,331	12,080	2.266
Wheaton (DuPage)	28,233	122,076	4.324
Quincy (Great River)	43,793	132,536	3.026
Peoria (Illinois Valley)	129,922	555,978	4.279
Belleville (Kaskaskia)	37,264	110,023	2.953
East St. Louis (Kaskaskia)	81,712	90,262	1.105
Champaign (Lincoln Trail)	53,255	90,039	1.691
Urbana (Lincoln Trail)	29,621	69,968	2.362
Danville (Lincoln Trail)	41,856	107,542	2.569
Evanston (North Suburban)	79,283	325,124	4.101
Rockford (Northern Illinois)	132,109	624,473	4.727
Moline (River Bend)	45,023	207,511	4.609
Decatur (Rolling Prairie)	87,010	269,014	3.092
Ottawa (Starved Rock)	19,408	68,713	3.540
Oak Park (Suburban)	61,093	247,102	4.045
Park Forest (Suburban)	31,324	103,103	3.292
Monmouth (Western Illinois)	21,587	32,787	1.519

Lewis and Clark and Shawnee are not included since the system headquarters is also the headquarters library.

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*Source: Illinois Libraries, October, 1967.